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CHANGE CHALLENGE RESPONSE

A Development Policy for New York State

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CHANGE / CHALLENGE / RESPONSE

A Development Policy for New York State

Office for Regional Development, Albany 1964

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April 1, 1964


This report deserves the thoughtful consideration of all New Yorkers. Its subject is the future well-being of our State and its people.

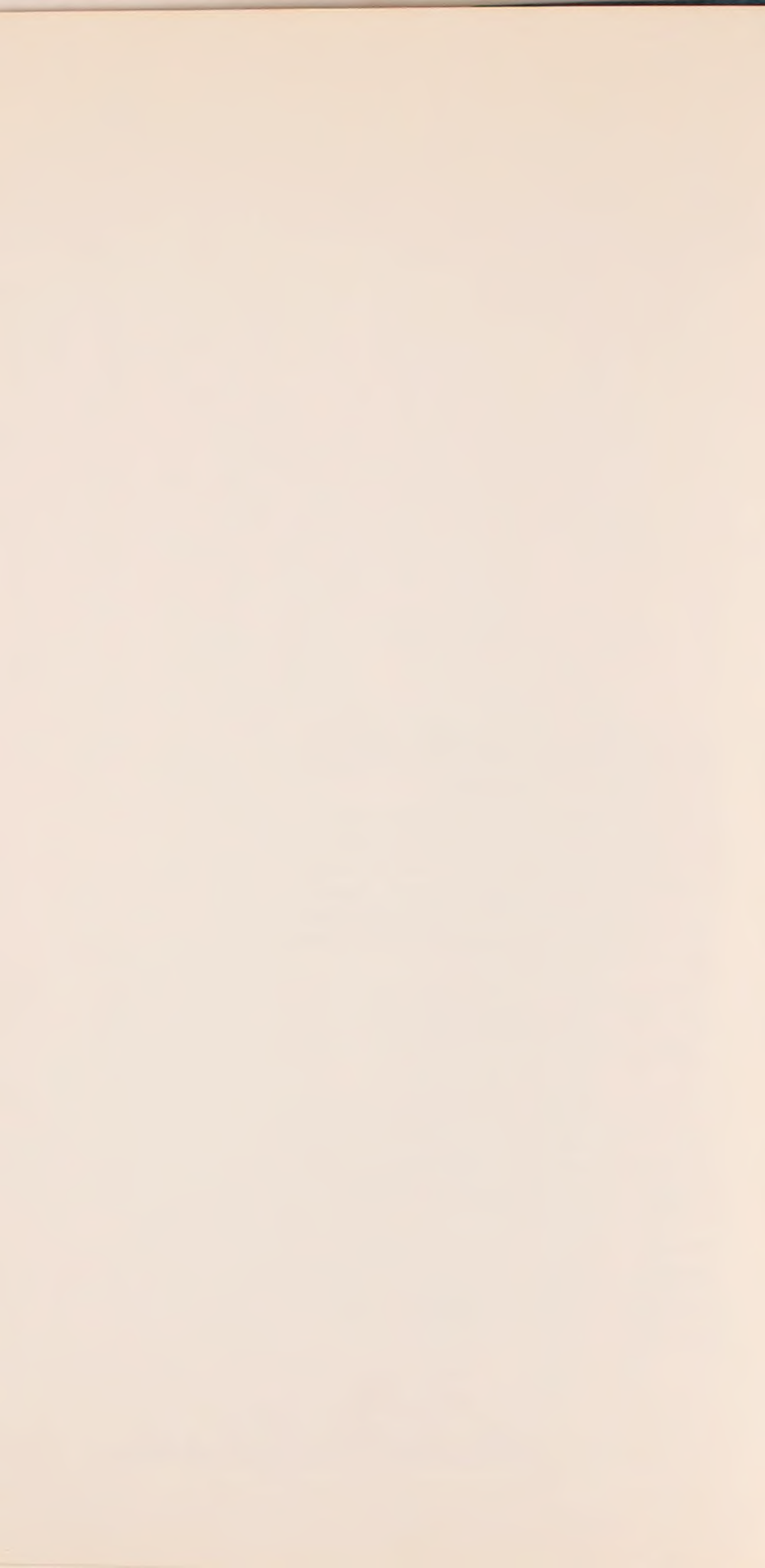
Moreover, the report comes at the right time. During the next 20 years, it is estimated that private and public builders will reconstruct in New York more physical facilities—factories, schools, highways, homes—than existed in the entire State in the year 1940. No previous generation has faced such a formidable task.

It is a responsibility of State government, in cooperation with local governments, to plan intelligently for this future development of our State.

It is up to us, the citizens of New York State, to choose policies which will wisely shape this growth. Public and private decisions have to be made in many critical fields such as housing, employment, industrial renewal, transportation, education, conservation and recreation.

This report suggests one way to effect such intelligent planning. It is my hope that its contents will stimulate your thinking about the future of New York State and how we can best prepare to meet it.

A handwritten signature in dark ink, which appears to read "Nelson A. Rockefeller". The signature is fluid and cursive, with a large, stylized initial 'N'.



March 16, 1964

THE HONORABLE NELSON A. ROCKEFELLER
GOVERNOR OF THE STATE OF NEW YORK
EXECUTIVE CHAMBER
ALBANY, NEW YORK

Dear Governor Rockefeller:

This report was prepared as a result of your directive that this office study and recommend methods of planning for the long-range needs of New York State.

The report specifically recommends a new broad regional basis for planning the State's development without any diminution in the zoning or planning powers of local governments.

Such a regional basis for planning recognizes local and private interest and initiative while making full use of the experience and resources of those agencies of State government with developmental responsibilities. It grows naturally from spontaneous planning activities now underway in several regions of the state.

Respectfully submitted,

Harold A. Jerry Jr.

Harold A. Jerry, Jr., Director
Office for Regional Development

The dynamic growth of New York State has been—and will continue to be—the work of its private citizens, its expanding industries, and alert local and State government. Our purpose is to ensure the orderly growth of New York State and the well-being of its citizens. Since our State is, geographically, a great open door to the rest of the world we must take account of the changes which are taking place with accelerating speed in the condition of mankind everywhere.

CHANGE

The explosion of the world's population, and the matching explosion of human knowledge and technology, are the pressing realities of our time

To meet

13 Perspective

New York State and

New York

- 18 The World Community
- 37 The Continental Community
- 53 Its Metropolitan Communities

65 Comprehension

CHALLENGE

*needs of our future citizens requires hard
thinking and careful planning by all
local and State government agencies*

69 Goals

State and

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115 Choice

RESPONSE

*To build in great scale and with great sensitivity
is our free society's response
to the challenge of change*

119 Leadership

New York State and

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CHANGE



Perspective

New York State and

The World Community

The Continental Community

Its Metropolitan Communities

Comprehension

ESTIMATED WORLD POPULATION

5-6,000,000



6000 B. C.

doubling approximately every 1200 years until 1250 A. D.

GRAPH OF ESTIMATED WORLD POPULATION CONTINUES ON NEXT EIGHT PAGES ➡

Perspective



population
technology
industrialization
urbanization

Geographically New York State is America's open door to the rest of the world. The Statue of Liberty in New York harbor, the coming and going of ships and planes, the busy northern border with Canada, the international markets in our cities—these are only some of the signs of our State's involvement with other nations and peoples.

In looking toward future development, therefore we need to understand the tremendous changes which are taking place today in the condition of mankind everywhere.

12,000,000

4800 B. C.

In population the human race is increasing faster than ever before. It took at least half a million years for man to achieve a worldwide population of five million people, in about the year 6000 B.C. The same number—five million people—will be added to the world's population during *each month* of the year 1964.

By the year 2000, less than 40 years from now, it will take only *11 days* to add another five million. And the rate of increase will still be spiralling upward. The whole world today has three billion people. If present trends were to continue there would be six billion by the year 2000 and 12 billion by 2020—an increase of nine billion in the next 60 years.



In technology, or the use of tools, man is moving ahead even faster than he is increasing in numbers. The basic tools that created civilization—the plow, the loom, the anvil and wheel—were almost fully developed some 5000 to 6000 years ago.

There was no very great change in technology until steam was harnessed as a source of power by James Watt

as shown by the chronological rate of discovery of the basic elements of matter



3600 B. C.

passengers make the trip every week in six to seven hours. By 1970 the time will be cut to a little more than two hours.

Nuclear bombs and nuclear power plants, giant computers, automated manufacturing processes, aircraft flying faster than sound, space exploration and satellite broadcasting, the collection of data from other planets, and preparations to send men to the moon—all these extensions of man's capabilities have come in the last 20 years. It cannot be doubted that in the decades ahead even these accomplishments will be surpassed. As the most productive State in the world's most productive nation, New York must keep pace with these complicated developments.

In industrialization the changes which are now taking place in the world are largely patterned after the American experience. The European Common Market is an attempt to overleap narrow national boundaries and obtain advantages which the United States, through its federal structure, has had since 1789. In the less developed countries of Asia, Africa and Latin America, American methods and machinery are being imported directly. But today there are many nations which have caught up with American industrial techniques and in some cases improved or surpassed them. World competition is keen today and will be keener in the future.

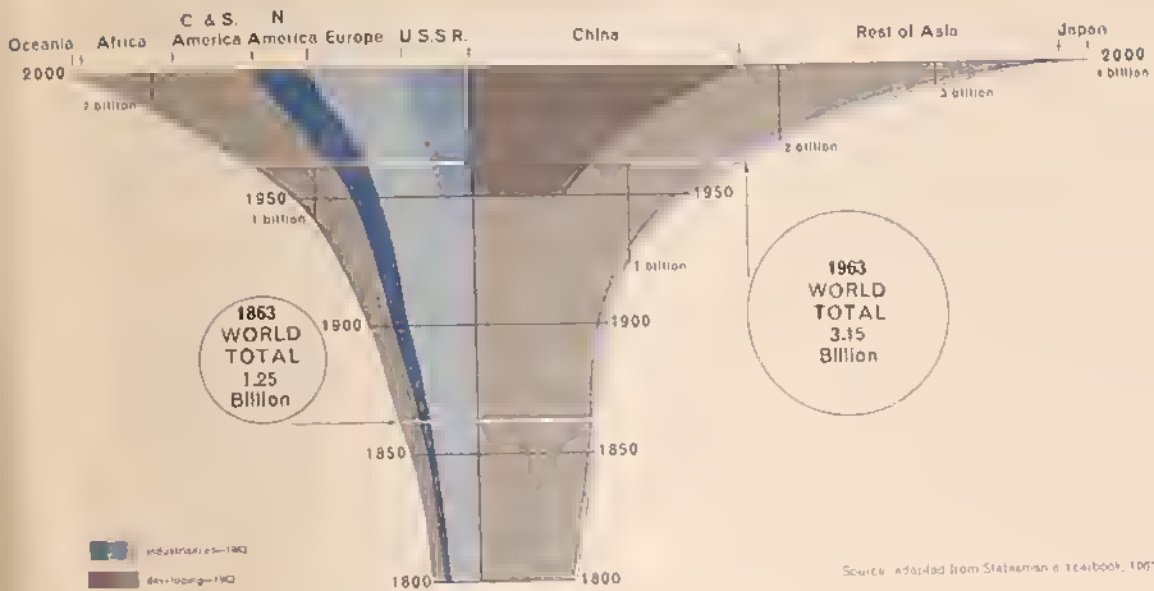
For New York State this situation presents a great opportunity for the future. Building on its established leadership it can become, even more than before, the great handler and processor of goods which are in worldwide demand. Jet cargo planes flying great circle routes will deliver packaged containers of freight from New York to any part of the world in only a few hours. For New York City this will mean more employment in business services (finance, insurance, research, engineering, marketing) in fashion, goods and entertainment, and in corporation decision centers, both national and international. Throughout the State there will be more jobs in the high-technology industries such as computers, chemicals, precision instruments and electronic communications. There will also be growth in specialized machinery and in a wide range of durable consumer goods.

50,000,000

2400 B. C.

In urbanization the United States leads the world but other nations now show the same trend. Greater New York has the largest metropolitan population of all—more than 16 million people. The Tokyo-Yokohama area is second with 15 million. Greater London has 11 million, and the Shanghai area and Greater Moscow both have eight million people.

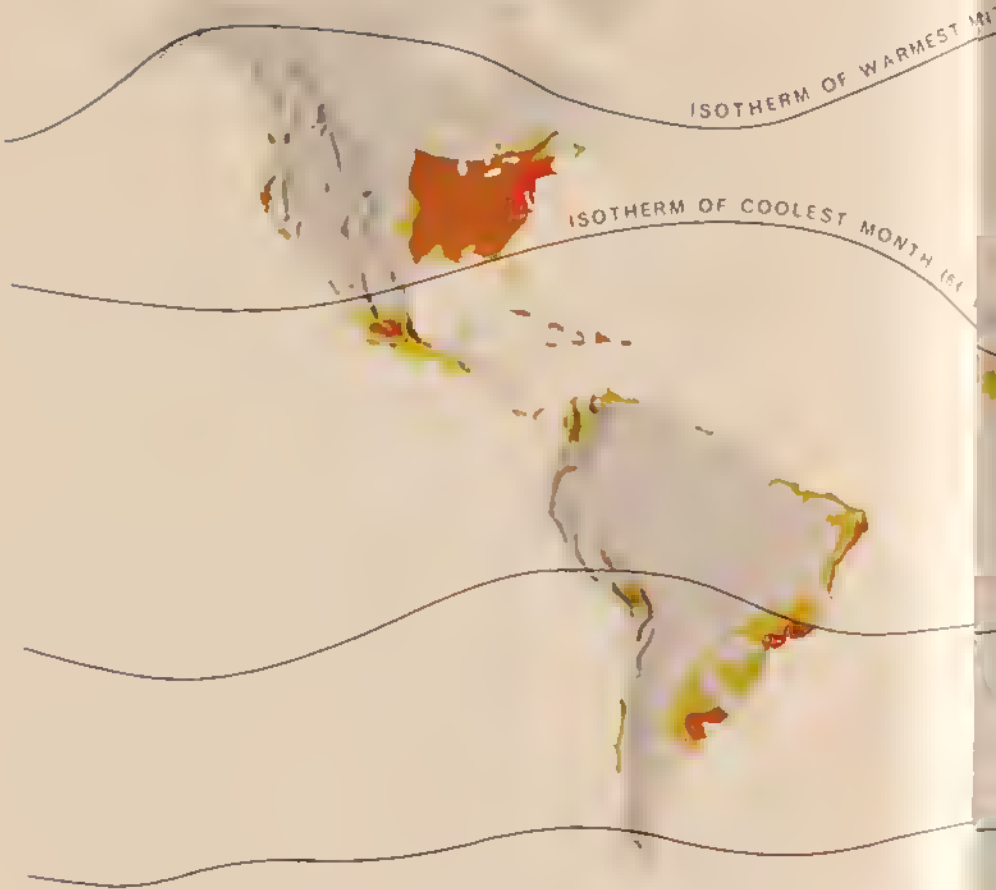
WORLD POPULATION GROWTH—1800 to 2000 A.D.
Estimated World Population in 2000 A.D.: 6.5 billion



Man is normally gregarious, and has always seemed to enjoy being crowded together in cities. In the past, great cities were often destroyed by disease, wars and natural disasters. Today, even in less developed countries, people live longer and populations increase because of higher medical standards. As one result more than half of the world's population will be living in urban communities by the year 2000.

In New York State the proportion is already higher—seven out of eight of the State's population live in urban areas. The balanced development of these areas is a high responsibility in itself, for on it depend the comfort, dignity and economic well-being of most of our future citizens.

Fast growth



New York State

Settled to a density of 25 persons per square mile

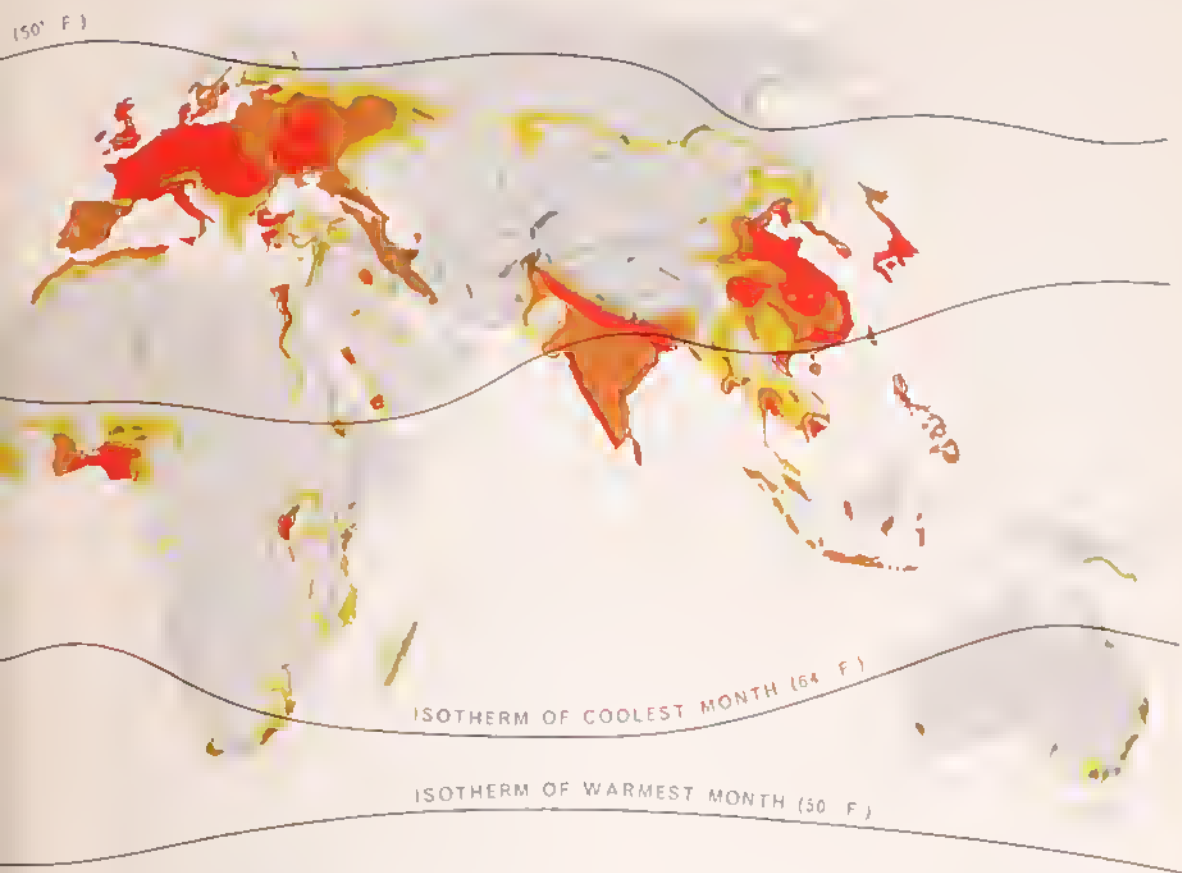
by 1800 by 1900 by 1960

Source: adapted from Rand McNally, copyright 63 W 11
UN, 1961

100,000,000

1200 B. C.

n a favorable position



nd the World Community

The development of New York State began late in human history, but it began in a part of the world which is especially favorable to social and economic growth. The temperate climate, virgin soil and a wealth of fur and timber attracted the first European settlers in the 1600's. The first census, in 1664, showed 7000 inhabitants. After independence the State's population grew very rapidly, from 589,000 in 1800 to 7 million in 1900 to more than 17 million today.

The metropolis, as a home for man, took

5000 years (8000-3000 B.C.)
of villages and towns

then

5000 years (3000 B.C.-1800 A.D.) in which towns slowly

*Rome (400 A.D.) was the only metropolis
of over 1,000,000 people until 1800 A.D.*

*Rome (900 A.D.) had
declined to 30,000*

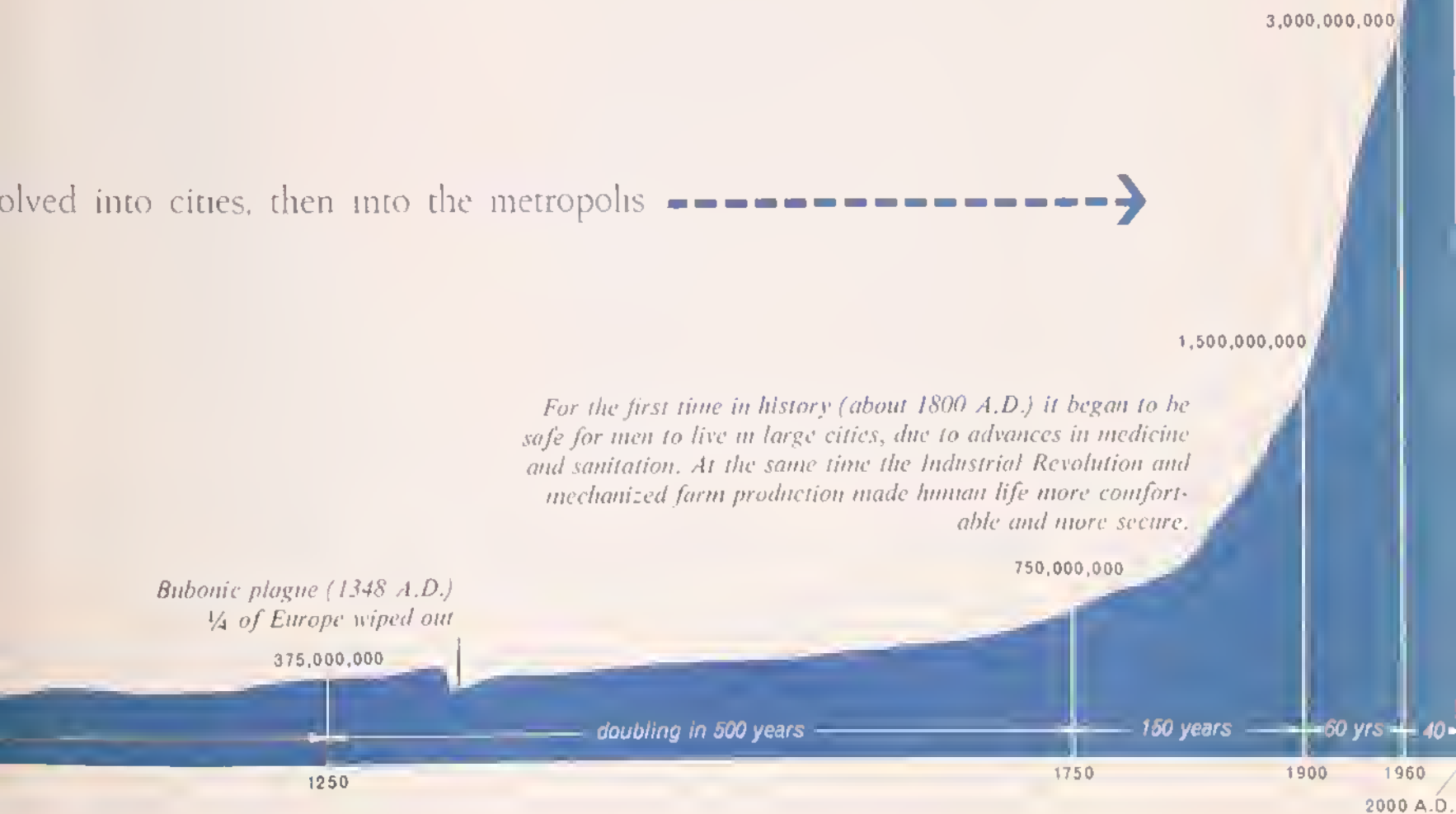
doubling in 1200 years

Source: graph adapted from Population Reference Bureau, Inc.
Urban Land Institute

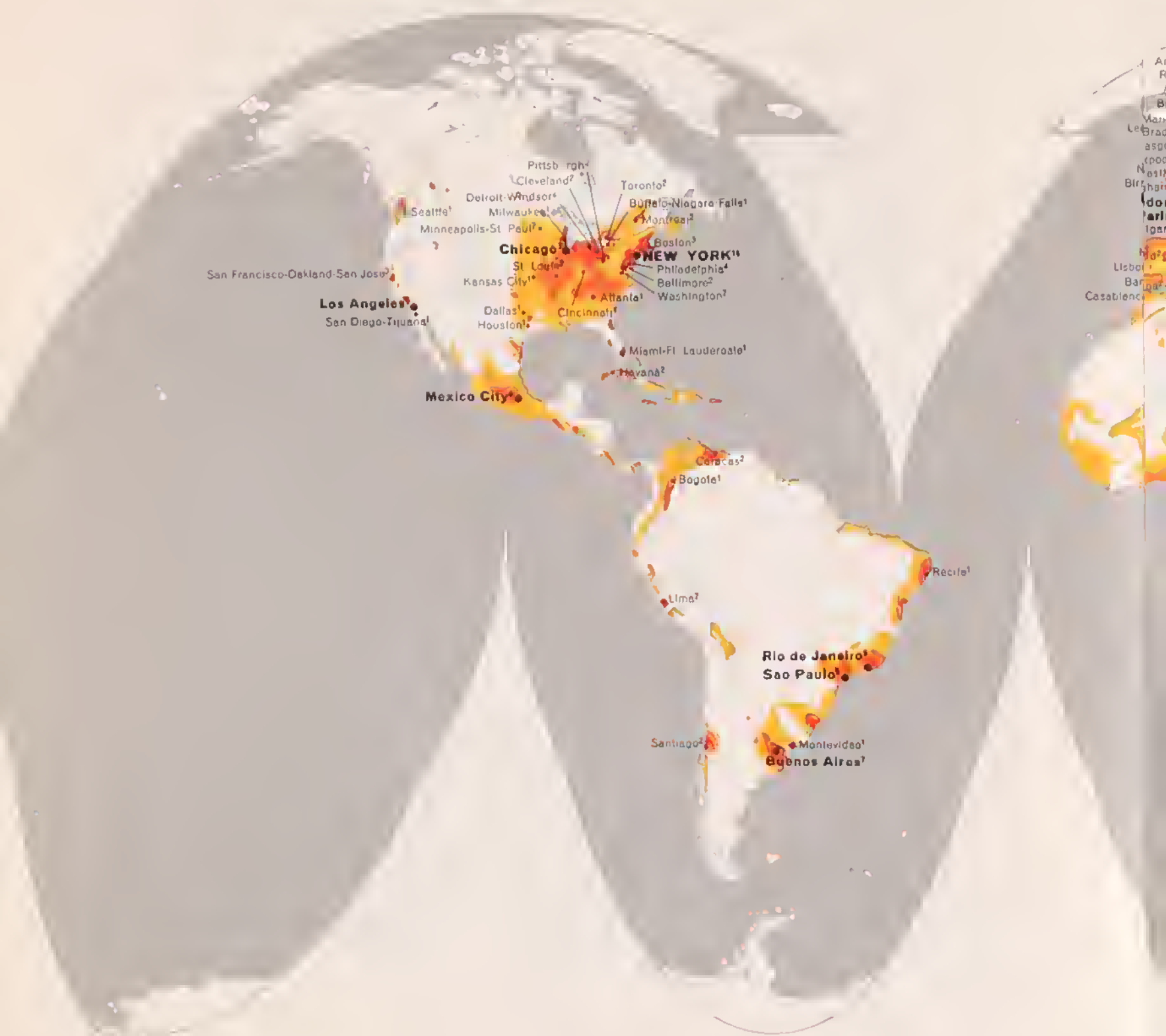
0,000 years to evolve

In 1900 there were only 10 metropolitan areas in the world with populations of 1,000,000 or more; in 1962 there were 133, or more than ten times as many. By the year 2000 there will be 41 such areas in the United States alone, of which five will be in New York State.

olved into cities, then into the metropolis

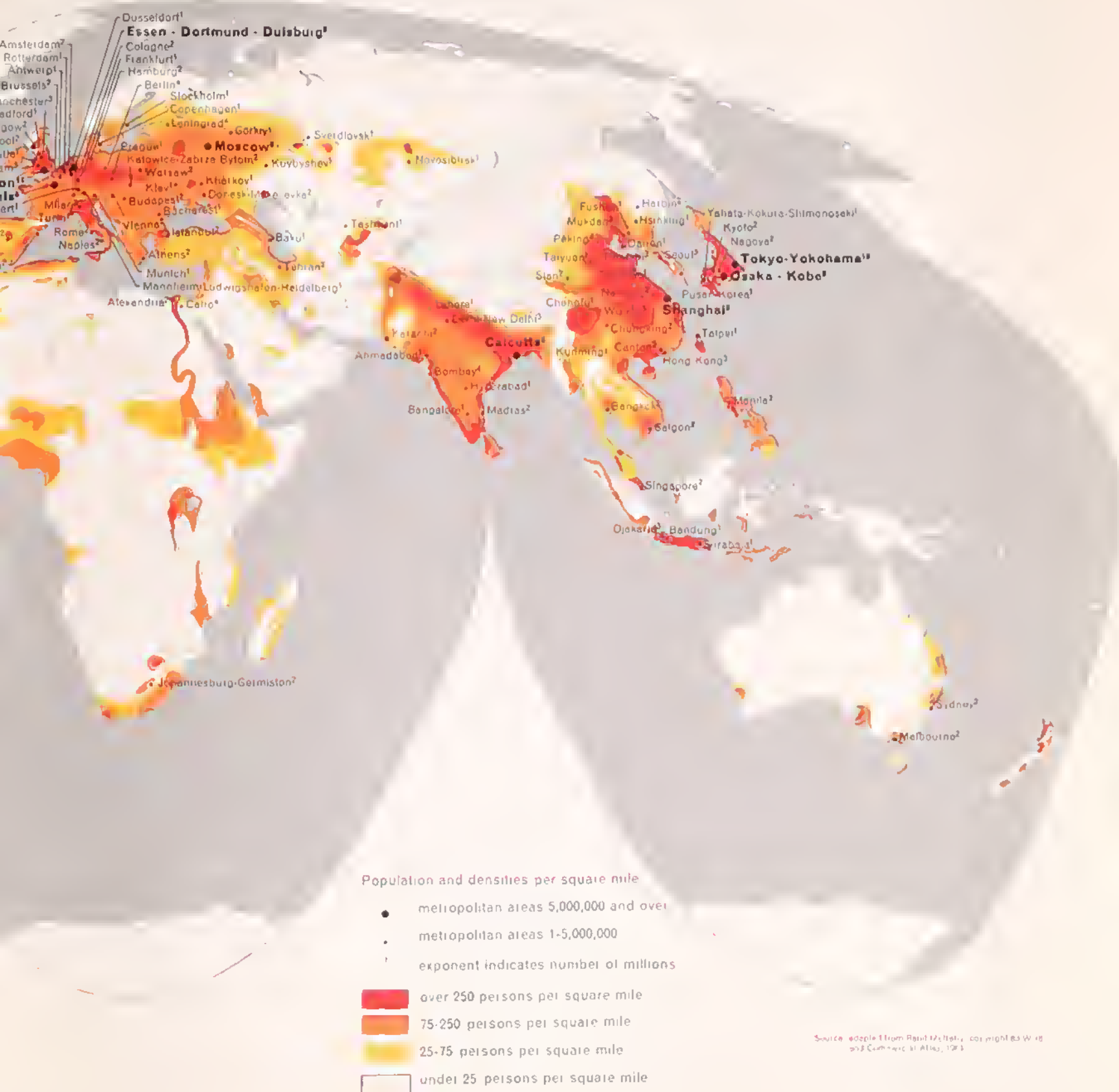


80% of the world's 3,000,000,000 people are



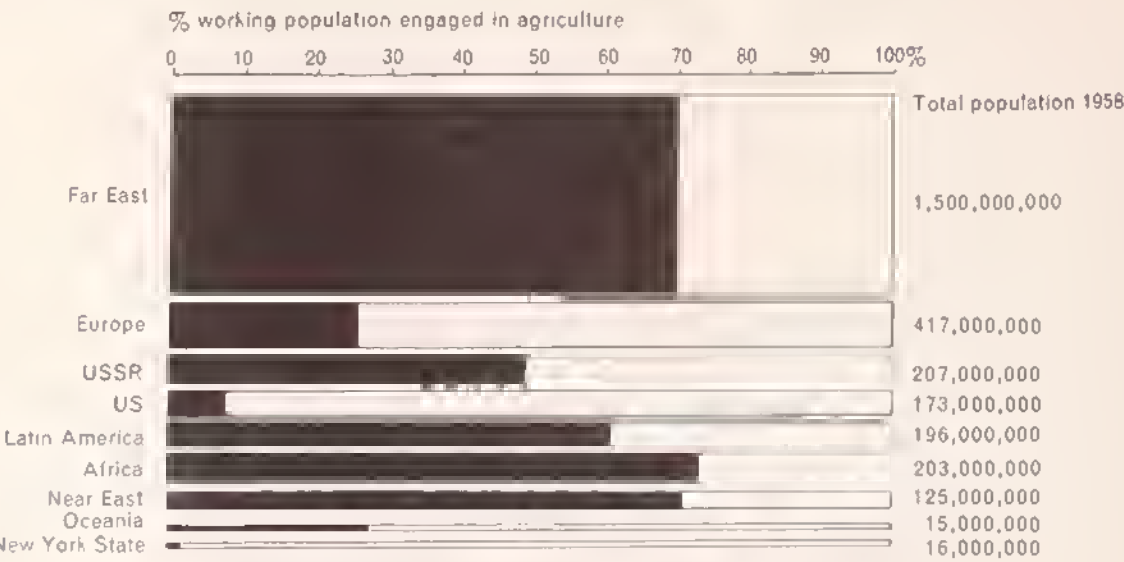
In the next 60 years billions more will be crowding into the world's cities
It is estimated that the New York metropolitan area alone will grow to
26,000,000 by the year 2000

concentrated on 15% of the land



In food...

Most of the work of the world's people is to feed themselves from the soil



More than half of the world's people are undernourished by modern standards



Some nutrition experts regard a daily intake of 15 grams of animal protein per person as the minimum requirement. The New York State/ U.S. average is 95 grams per person. (Relative size of country on this graphic indicates its share of world population.)

Source: adapted from Statistics of Hungary, FAO, 1963

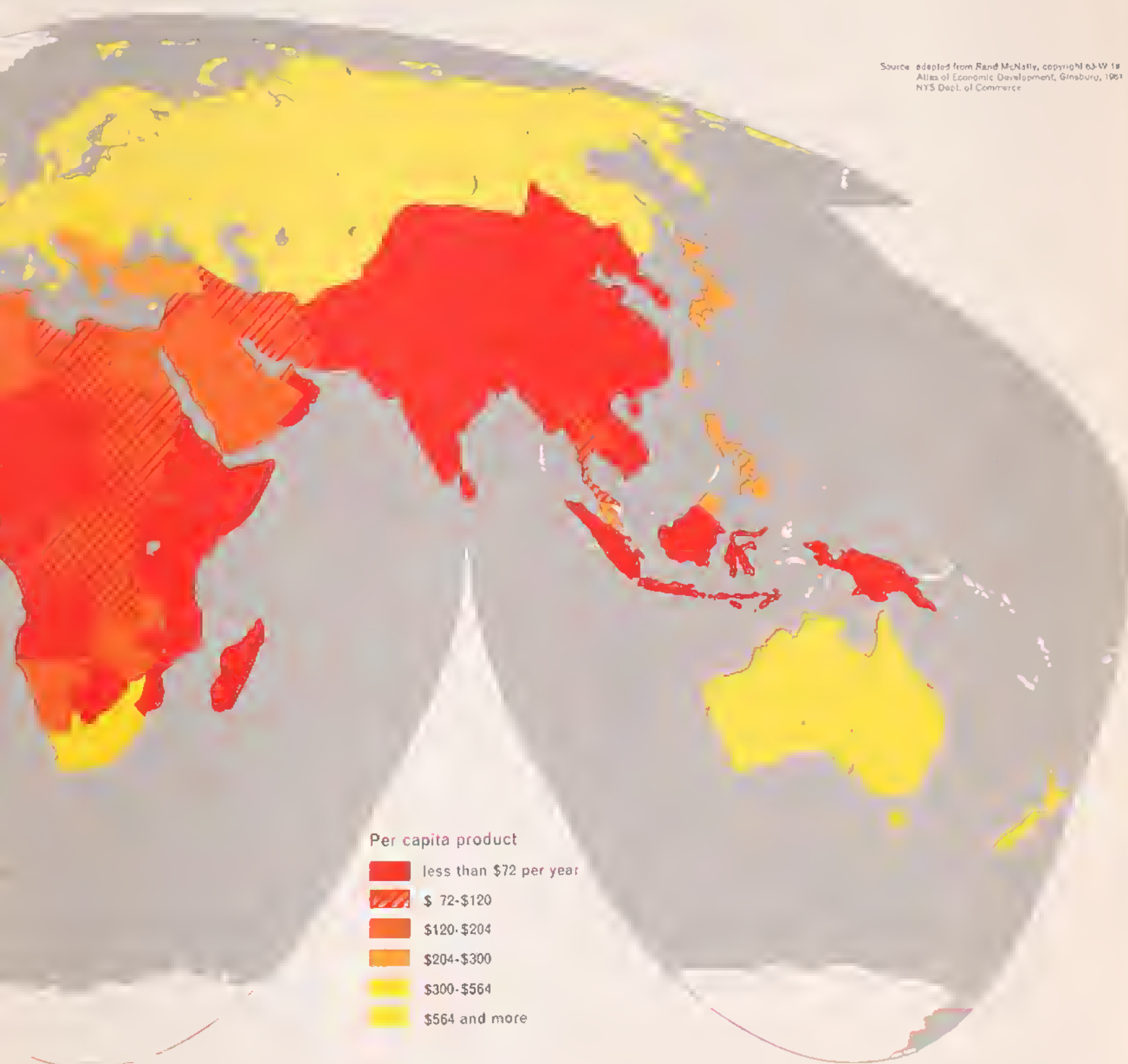
There are striking differences between the



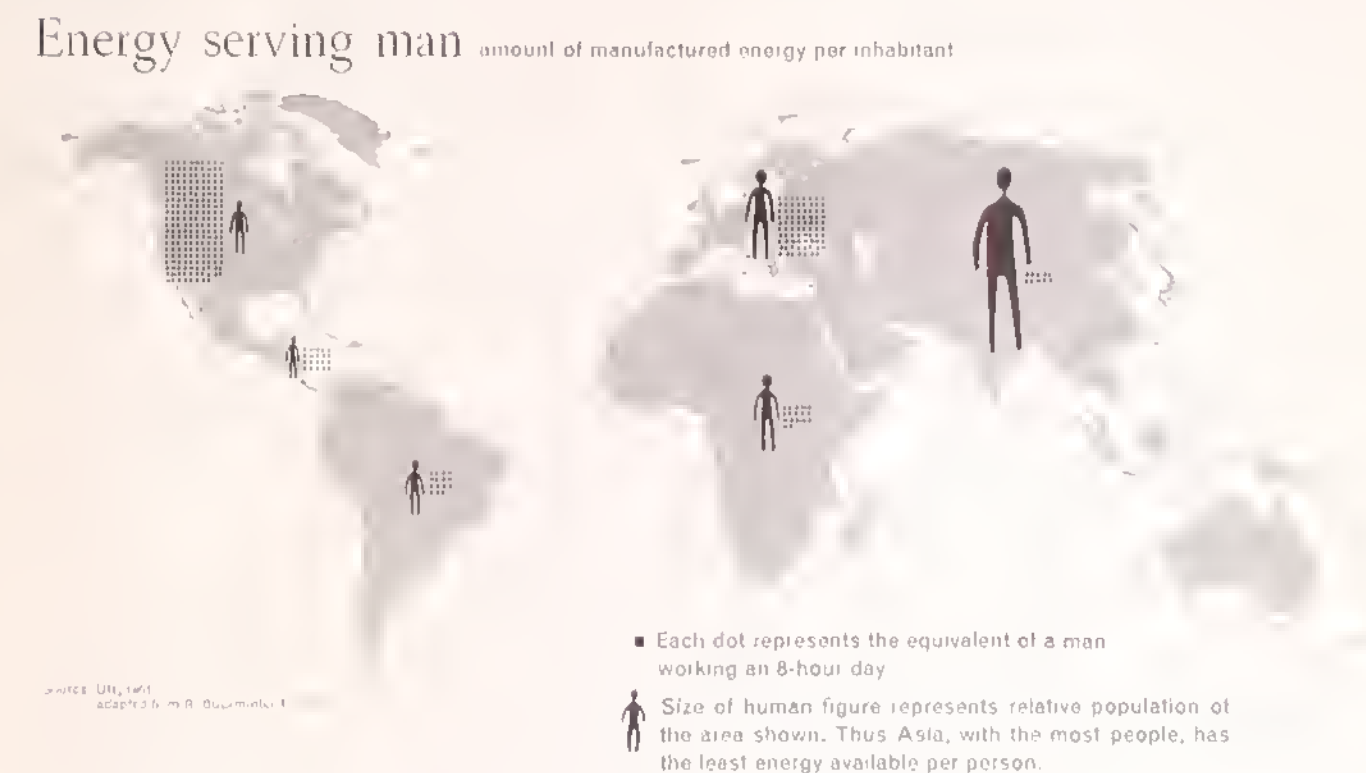
60% of the world's people produce less than \$130 each per year
In New York State the per capita product is \$3,456 per year*

*Based on the Gross National and State Products divided by population. Like other statistics which are used here for worldwide comparisons these figures are indications of differences rather than precise measures.

an condition in New York State and most of the rest of the world



In capacity...



The same nations that are underfed have the least developed capacity to advance their people

In the world as a whole we must expect...

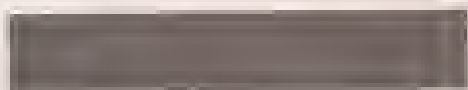
Enormous population growth . . .

Enormous growth in human ambitions . . .

Enormous effort by all nations to raise their standards of living

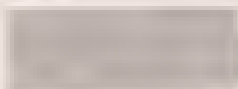
FREE WORLD GROWTH RATES In Gross National Product (1948-1958)

INDUSTRIALIZED
NATIONS



4-6%

DEVELOPING
NATIONS



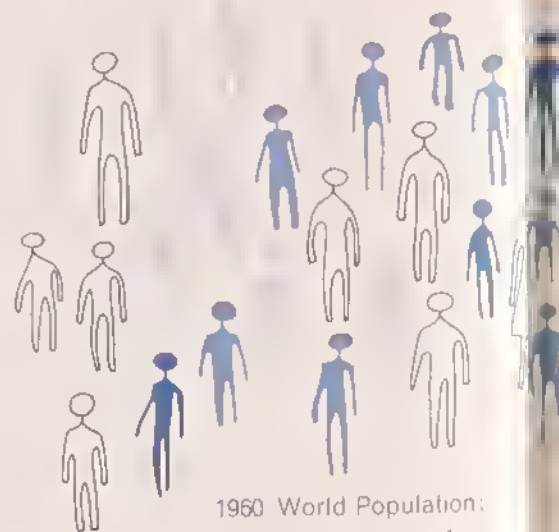
2-3%

Source: Rockwell Report, 1968



1900 World Population:
1.5 Billion People

New York State: 7,000,000



1960 World Population:
3 Billion People

New York State: 16,000,000



= 100,000,000 people



2000 World Population:
6 Billion People

New York State: 30,000,000

This then is man's changing condition.

How does man cope with the problems
and opportunities of the future?



MAIN ROAD SYSTEMS

MAJOR SEA LANES

MAIN-LINE RAILROADS

BASIC CABLES

MAJOR AIRWAYS

New systems of transportation and communication are bringing the continents closer together

New York State is now only hours away
from any part of the world. In the near
future supersonic low cost travel will
bring all peoples even closer to our State

Facts and ideas will be exchanged by means of
microwave data transmission and electronic
translators. News and entertainment
will be flashed to all nations simultaneously
by space vehicles such as Telstar. In
available lines of communication New York City
is already the world's No. 1 metropolis.

New York State has an enormous



take in the interchange of world trade and aid

The New York Customs District handles over 1/3 of all U.S. exports and imports (by 1960 dollar volume).



WHERE THE U.S. TRADES IN MILLIONS OF DOLLARS (1960)

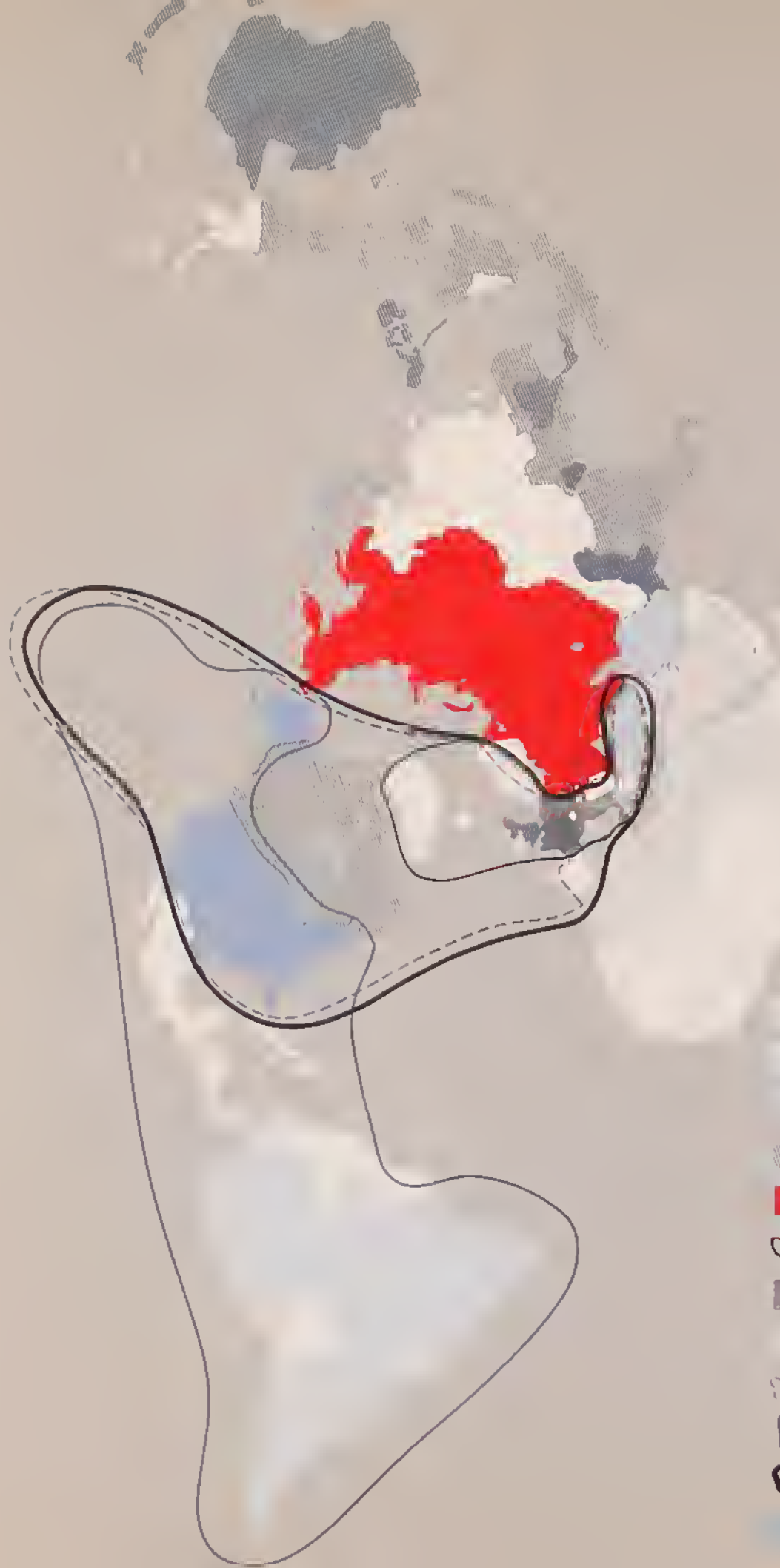
	<u>Exports</u>	<u>Imports</u>
Europe	\$6506	\$4267
Canada	3707	2902
Asia	3627	2720
South America	2091	2437
Mexico & Central America	1663	1526
Africa	766	535
Australia & Oceania	475	266

width of lines in proportion to net registered tonnage

WHERE THE U. S. SENDS AID IN MILLIONS OF DOLLARS (SINCE WORLD WAR II)

	<u>Economic</u>	<u>Military</u>
Europe	\$28,900	\$1600
Near East & South Asia	17,800	5300
Far East	13,700	8400
Latin America	6,200	600
Africa	1,700	100

Source: adapted from Rand McNally, copyright 63-W 70
New York Times Port of New York Authority



ARAB LEAGUE—1945

CACM—Central American Common Market—1960

CENTO—Central Treaty Organization—1955

COLOMBO PLAN—1950

COMECON—Council for Mutual Economic Assistance (Communist)—1949
(WARSAW PACT—1955—same as COMECON but excludes Mongolia and includes Albania)

C OF E—Council of Europe—1949

ECSC—European Coal and Steel Community—1952

EEC—European Economic Community—1958

(WEU—Western European Union—1954—same as EEC but includes United Kingdom)

EURATOM—European Atomic Energy Community—1958

LAFTA—Latin America Free Trade Association—1961

NATO—North Atlantic Treaty Organization—1949

OAS—Organization of American States—1948

OECD—Organization for Economic Cooperation and Development—1961 (Organized as OEEC—1947)

SEATO—Southeast Asia Collective Defense Treaty Organization—1954

For political, economic and military strength . . .
the nations are grouping themselves by regions

The rapid "regionalizing of the world" has been a significant trend since the end of World War II. Regional clusters of nations have been formed to pursue their common goals more effectively.

New York State has been shaped by regional influences from its beginning and they will surely dominate its future

New York State is part of a Continental Community—
The Northeast Region . . .

New York

The first turnpikes

Even during colonial times New York's ocean port thrived on international commerce, while the Hudson and Mohawk rivers offered the best transportation available to fur traders and land speculators operating along the frontier. When the Industrial Revolution reached America, and especially after independence, New York State was a natural funnel for settlers pouring into the interior, and products moving to eastern markets. It became the key State in a continental community of states and Canadian provinces—the Northeast Region of North America—



State and its Continental Community

By joining the ocean and the lakes
an economic empire got its start

which today is the world's most productive industrial complex.

A major factor in the Northeast's growth was the encouragement of road building by early State and Federal governments. In New York State alone, in the first few years of the 19th Century, 67 companies were incorporated to build 3000 miles of turnpikes on which tolls were charged by their private owners. The map above shows the more important turnpikes in the Northeast Region in the year 1820.



The busy canals

In 1825 Governor DeWitt Clinton poured a keg of Lake Erie water into the Atlantic Ocean near Sandy Hook, and thus officially opened the 363-mile-long Erie Canal. This "Wedding of the Waters" gave New York State an assured supremacy in the traffic between the expanding Midwest and the eastern seaboard. New towns and industrial centers sprang up all along the "Big Ditch." Buffalo and Albany became major ports, and upstate New York had an agricultural boom. New York City at last forged ahead of Philadelphia in commercial and financial importance.

Only one year after the Erie Canal was opened 6500 more miles of American canals were being constructed or planned. The map shows canals in the Northeast Region in 1860.



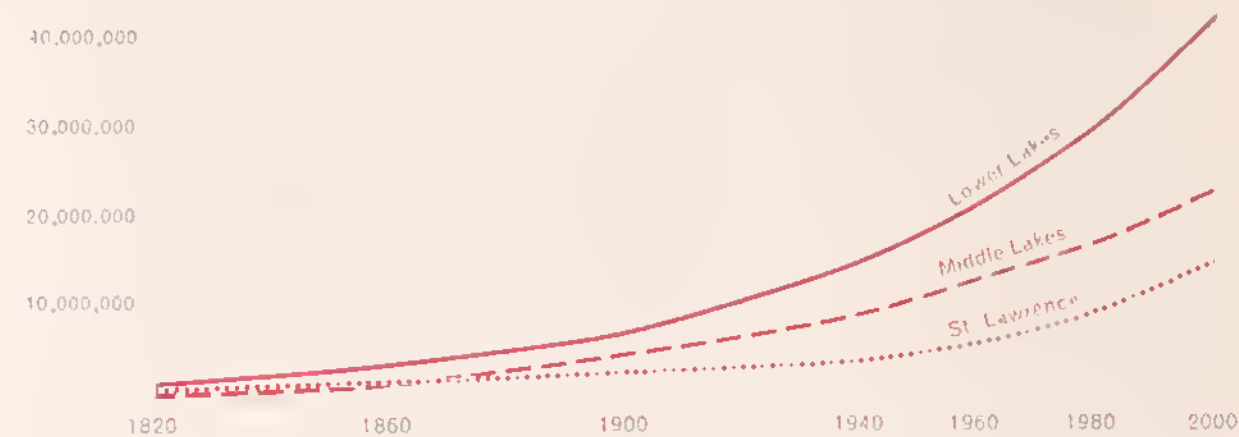
The rise of the railroads

The nation's fast growth soon demanded speedier transport than could be given by horse-drawn, mile-and-a-half an hour canal boats. New York State's first railroad, the Mohawk and Hudson, began running between Schenectady and Albany in 1831, whirling passengers and freight along at the remarkable rate of 12 miles an hour. In that same year there were 95 miles of railroad in the whole United States. Thirty years later there were 31,000 miles and by 1900—the date of the map above—there were 258,000. The first heavy duty steel rails were used during the Civil War, and American inventors made steady improvement in locomotives, switches and cars. By 1900 the Northeast Region was the heaviest producer of railroad equipment in the entire world.

Source: Internal Commerce of U.S.
C. P. Calvert, 1884

Great Lakes-St. Lawrence urban complex

1960 population 38,300,000 / Year 2000 population 78,300,000



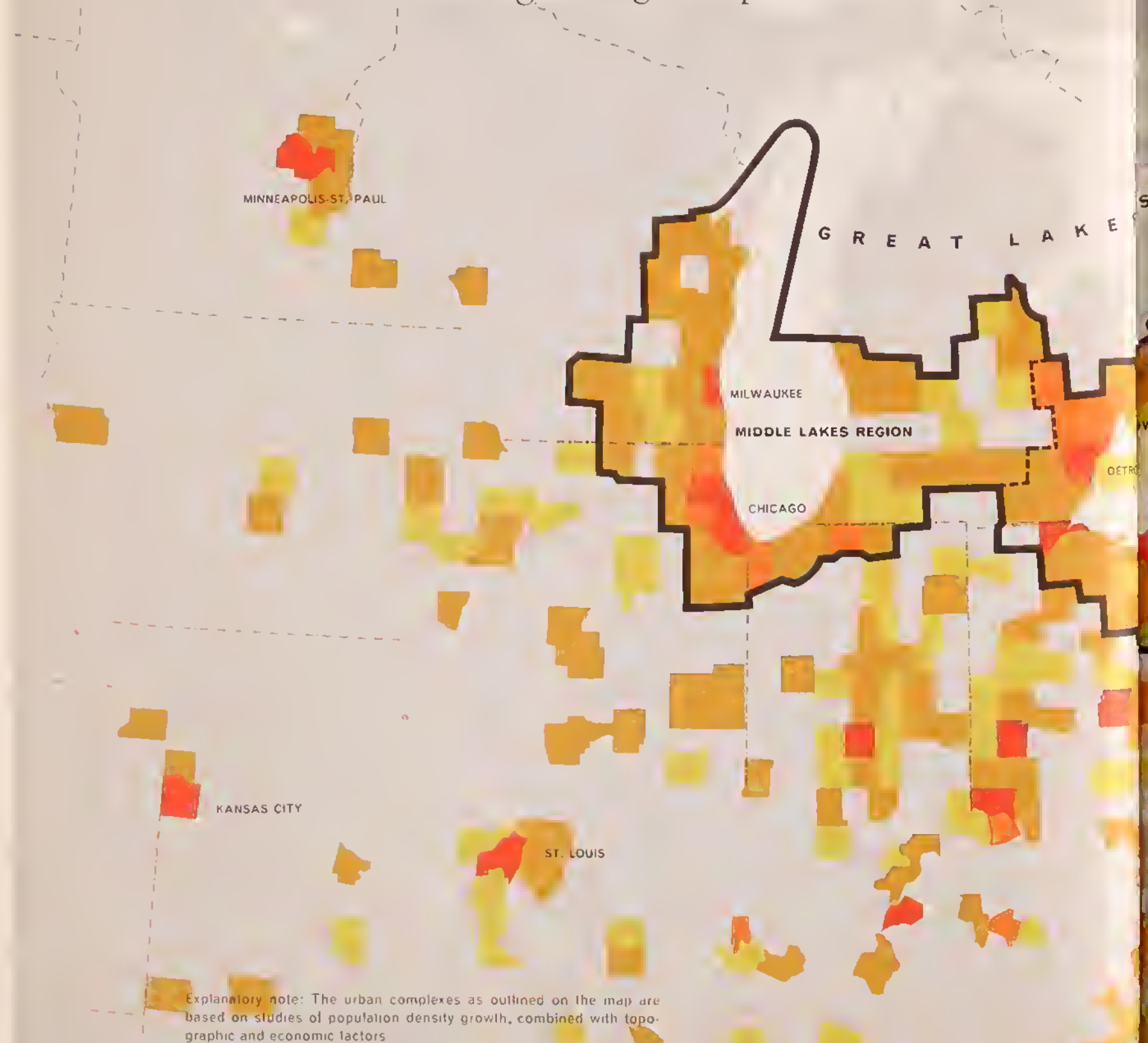
Highways and airways (continued)

The mass production of automobiles (a specialty of the Northeast Region), the building of paved roads for their use, and the coming of age of truck transportation, shaped and speeded urban development more than all other factors. New York State was a leader in the "good roads" movement with almost 3000 miles of macadam highway by 1910. Today it has over 14,000 miles of State highways with over 90,000 miles of secondary and connecting roads. After World War I a new convenience for motorists—parkways limited to non-commercial traffic—gave quick access to city suburbs and rural recreation. In 1954 the New York State Thruway was opened, and is now the world's longest toll road, with 559 miles of divided super-highways allowing speeds up to 65 miles an hour.

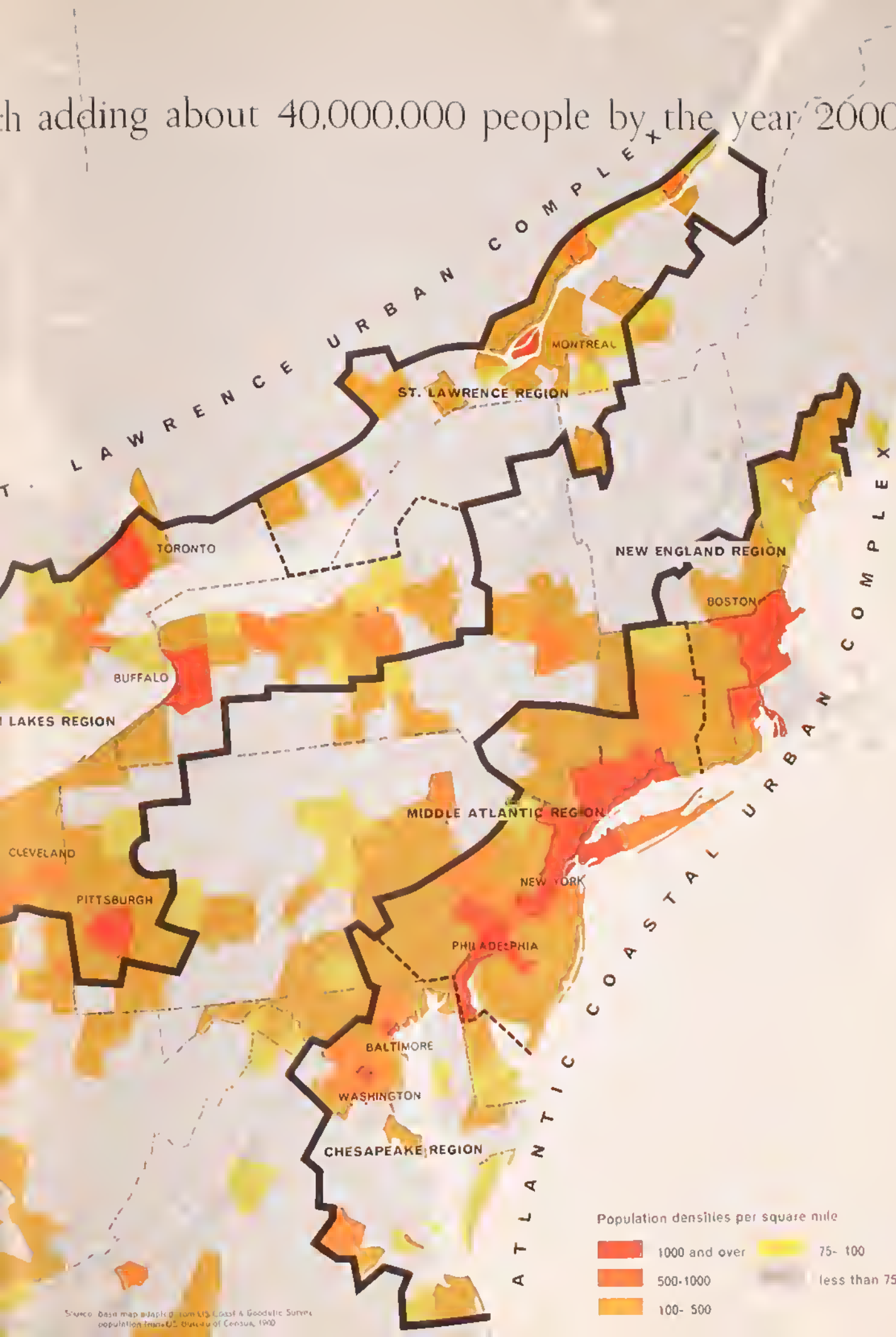
The development of air transport has come mostly since World War II, but its speed and convenience are already indispensable to the continued growth of New York State. Today the State has 328 public and private landing facilities, including 52 municipal airports, and is linked by regular air routes to all major cities of the nation, the continent and the world.

Two giant urban complexes

New York State must continue to be the major link between these fast-growing complexes

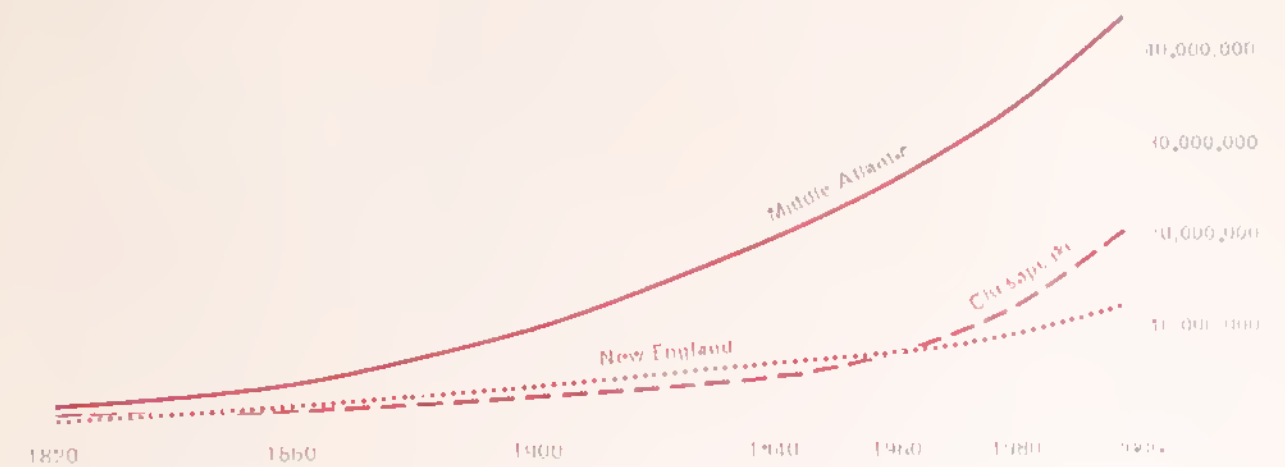


adding about 40,000,000 people by the year 2000



Atlantic Coastal urban complex

1960 population 37,900,000 / Year 2000 population 77,900,000



Future continental development

The economic empire to which New York State is the key extends from the Great Lakes to the mouth of the St. Lawrence River and southward to Chesapeake Bay. Within this Northeast Region there are two urban "complexes"—aggregations of cities, suburbs and industrial facilities—in which the urban centers are growing ever closer together and fusing into super-metropolitan areas. Each has about the same population now and each is growing at about the same rate. Each is expected to have 80 million inhabitants by the year 2000. The northern complex, stretching along the lakes and down the St. Lawrence, has three main areas of density—on the middle lakes, the lower lakes and in the river valley itself—which are expanding toward each other. Similarly, the Atlantic Coastal complex to the east and south has its outward-growing density centers in New England, the Middle Atlantic States and the Chesapeake Bay vicinity.

Geographically and by its own initiative, New York State has been the connecting bridge which united all of these populations into one continental community. It has prospered in this role in the past—it has the same opportunity for the future.

Key State in a key position



Mineral resources and power

In the early days of American industry most of the iron, coal and waterpower available was in the Northeast Region. Today the Region still accounts for more than half the dollar value of metallic ores and industrial minerals produced in the U. S. and Canada. New York State, a small producer itself, is ideally situated for transporting and fabricating raw materials, and this has helped to make it the No. 1 manufacturing State.

TOTAL U.S. AND CANADA

Electric Power Revenue (1960): \$12.3 Billion



Mineral Production (1960): \$20.4 Billion



Sources: Minerals Yearbook, US Dept. of Interior, 1961
Edison Electrical Institute
World Almanac, 1963
US Statistical Abstract, 1962
ORRRC Study Report, 1962
Canada Yearbook, 1962
Provincial Parks & Forest Agency

Resources for growth in New York State and in its Northeast Continental Community...



Port facilities

In the Northeast Region are located more than 100 ocean and lake ports which handle much of the waterborne commerce in North America. The ports of New York State alone account for 27 percent of the total United States and Canadian foreign trade in dollars, and over 12 percent of the total tonnage. Boston, Philadelphia, Baltimore, Norfolk, Cleveland, Toledo, Detroit, Chicago, Duluth, Toronto and Montreal are other major ports in the Region, each handling from 17 to 41 million tons a year.

TOTAL U.S. AND CANADA

Cargo Handled (Principal Ports 1962) 1.5 Billion Tons



All Foreign Trade (Import & Export 1960) \$46 Billion



Higher education and recreation

Facilities for both learning and leisure are abundantly located in the Northeast Region, providing the skills and satisfactions which are important resources in a balanced industrial society. New York State alone has 139 universities and four-year colleges with a student enrollment of almost 400,000. The State's forests, parks and beaches offer every recreational experience from sunbathing on ocean sands to midwinter mountain skiing.

TOTAL U.S. AND CANADA

Full Time University Students (1961) 4 Million



Major Recreation Areas (1962) 403.8 Million Acres



... include a concentration of sk



Medical and health research

No industrial economy can succeed unless its most valuable asset, its population, is safeguarded from disease. New York State and the Northeast Region are world-famous for their hospitals and numerous medical research institutes, as well as for extremely high standards in medical practice and public health work. More than 65 percent of all the federal government funds which help support medical research in the U. S. and Canada are spent in the Northeast Region.

TOTAL U.S. AND CANADA

Research Grants by Federal Health Agencies (1962) \$380.2 Million



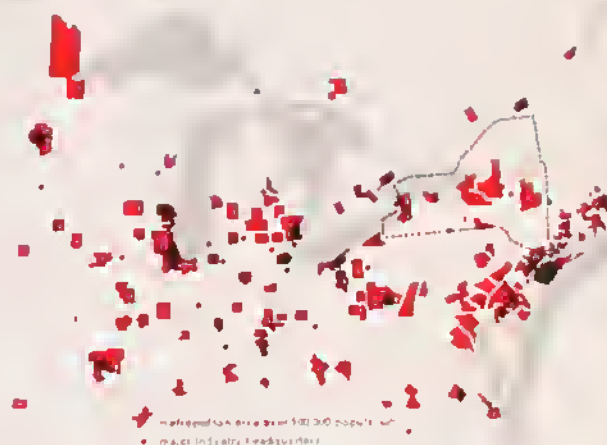
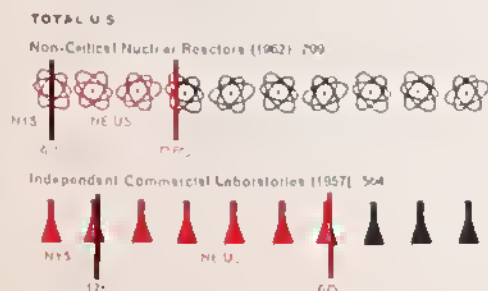
Source: U.S. Dept. of Health, Education & Welfare
Pub. Health Service
Canadian Department of National Health & Welfare
National Science Foundation
U.S. Atomic Energy Commission
U.S. Census of Population
Census of Canada, 1961
Sales Management Survey of Buying Power,
copyright 1962

ills, capital and research...



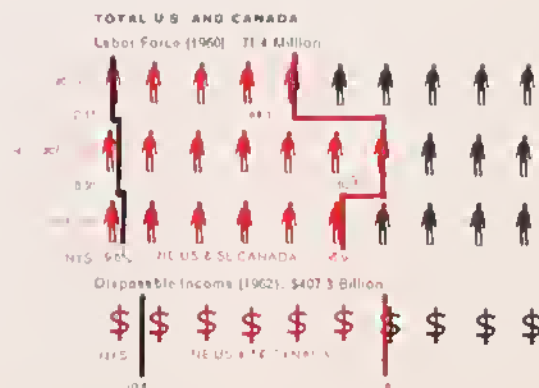
Industrial research and development

In an age of automated production, nuclear power and precise manufacturing methods, the survival of many industries will depend on the scope and quality of their research. The Northeast Region already contains more than 400 private laboratories specializing in industrial research. New York State has its own Office of Atomic and Space Development, a Science and Technology Foundation, and a Statewide Advisory Council for the Advancement of Industrial Research and Development.

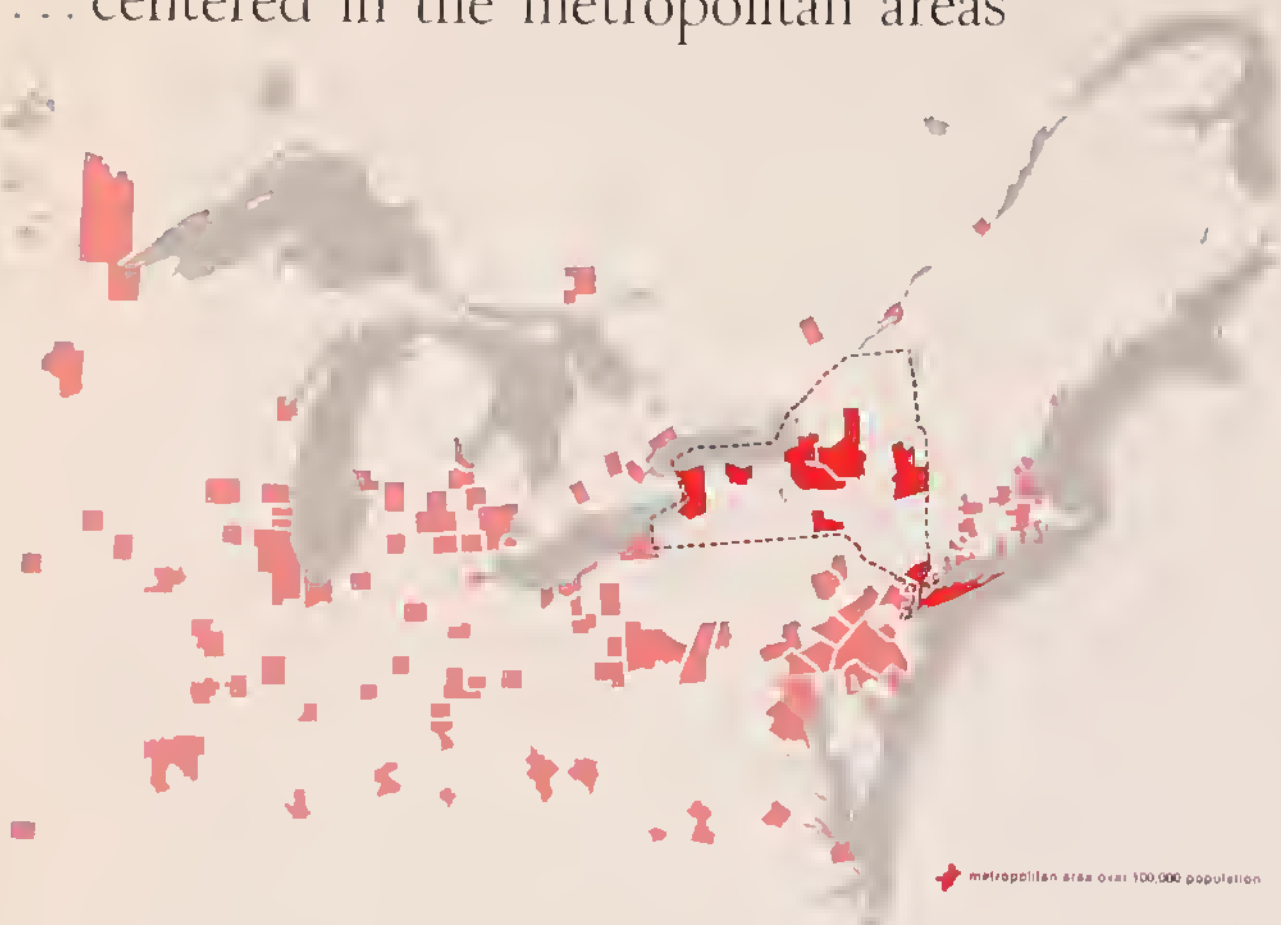


Labor force and industrial headquarters

The two greatest resources of the Northeast Region are its employed labor force of over 41 million workers and its buying power of over \$250 billion a year. Each figure is more than half of the total for the United States and Canada combined. New York State's share in these assets is impressive—a labor force of approximately seven million and \$43 billion in disposable income of which \$38 billion is concentrated in the State's metropolitan areas.

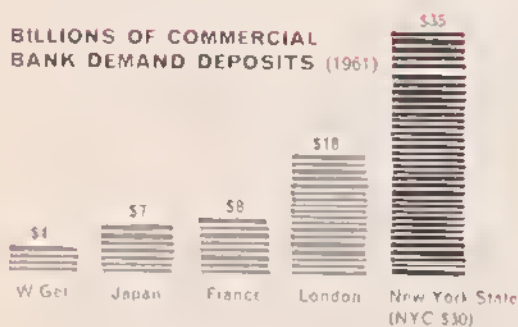


...centered in the metropolitan areas



The seven main metropolitan areas
of New York State contain:

**BILLIONS OF COMMERCIAL
BANK DEMAND DEPOSITS (1961)**



- 56% of U.S. savings bank deposits
- 33% of 50 U.S. largest life insurance companies
- 28% of 50 U.S. largest commercial banks
- 34% of 50 U.S. largest merchandisers
- 26% of 50 U.S. largest utilities
- 90% of all U.S. stock trading
- 28% of 500 largest U.S. corporate headquarters
- 34% of all U.S. office area
- 7 of 16 U.S. commercial banks with over
\$2,000,000,000 deposits
- 6 of 8 U.S. banks with foreign branches
- 40% of Europe's largest companies operating in the U.S.
- 222 foreign government offices
- 75% of U.S. foreign trade financing

42. The New York City Metropolitan Area
American Bankers Association, New York City
Metropolitan State Bank Association
U.S. Federal Reserve Bank of New York





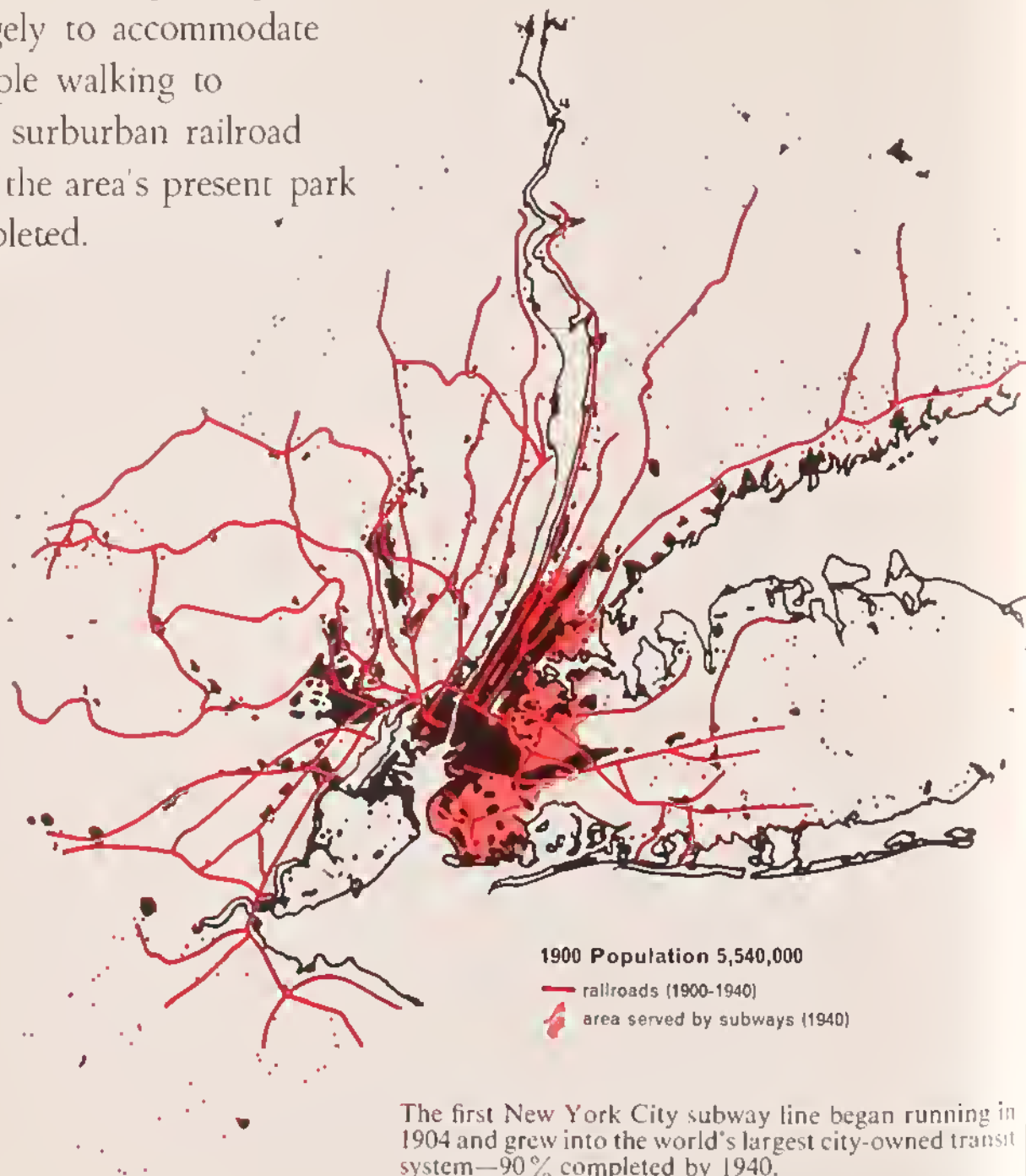
New York State and its Metropolitan Communities

New York City as it has grown epitomizes
the power and the problems that come with urbanization

New York State has seven metropolitan areas of more than 200,000 people, including Buffalo, Rochester, Syracuse, Utica-Rome, Albany-Schenectady-Troy and Binghamton. But the one which dwarfs all the others, the densest concentration of people in the United States, the very symbol of Megalopolis, is the New York City metropolitan area. Here in New York City and the four nearby counties of Nassau, Suffolk, Westchester and Rockland are nearly two-thirds of all the State's people—10.6 million out of 16.7 million at the last census. Including sections of New Jersey and Connecticut which are closely tied to New York City, the population of this metropolitan area is more than 16 million, or about the same as the entire State's.

From 1900 to 1940 mass transit shaped the expanding metropolis

Urban development during this period was planned largely to accommodate pedestrians—people walking to subway stops or suburban railroad stations. 80% of the area's present park system was completed.



In 1900 commuters went at least as far in one hour as they can today and there were more miles of railroads connecting New York City with its suburbs.



1940 Population 12,540,000

- limited access parkways (1940)
- railroads (1940)

By 1940 a new major influence—the automobile—was widening the metropolitan area. Limited access parkways and easier public and private financing for building were also extending urban conditions over a wider and wider area.

Source: maps adapted from Regional Plan Association





This is how the New York City metropolitan area is growing under present development trends

This is the pattern of urban living today...and in the near future

Homes

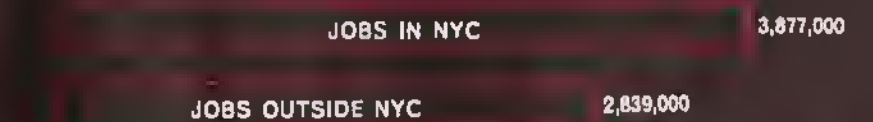
In the heart of New York City/by 1980/500,000 more people will live in high rise apartments like those below.



But in the suburbs of metropolitan New York/by 1980/5,100,000 more people will live in single family houses like the ones shown in the background aerial photograph of Long Island.

Jobs

In the entire New York metropolitan area there are 6,700,000 jobs. Less than 300,000 of these are held by commuters who ride trains or drive automobiles daily into Manhattan.

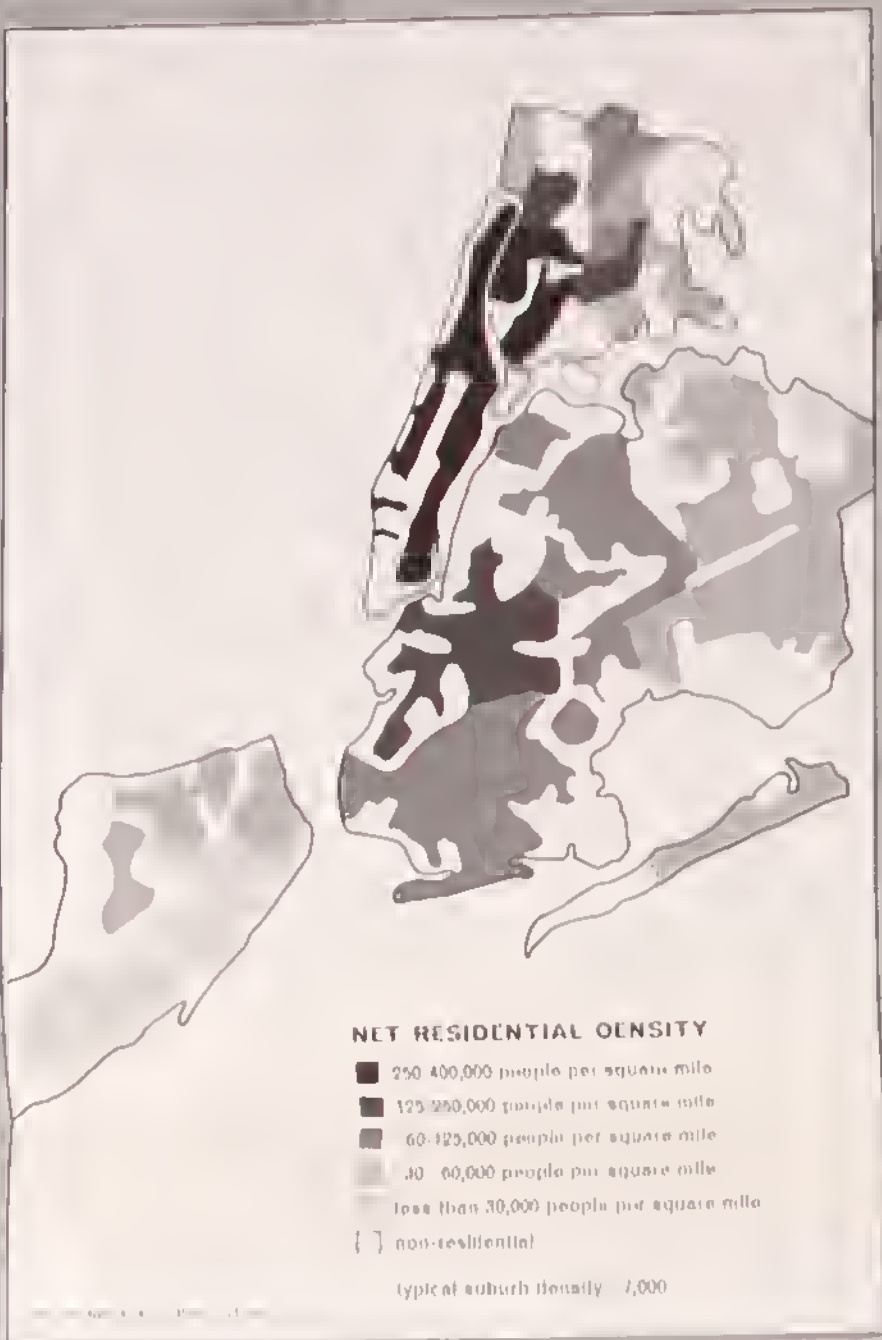


In all but one county in the metropolitan area the majority of the labor force works within its own county. The sole exception is Bergen (New Jersey) just across the George Washington Bridge

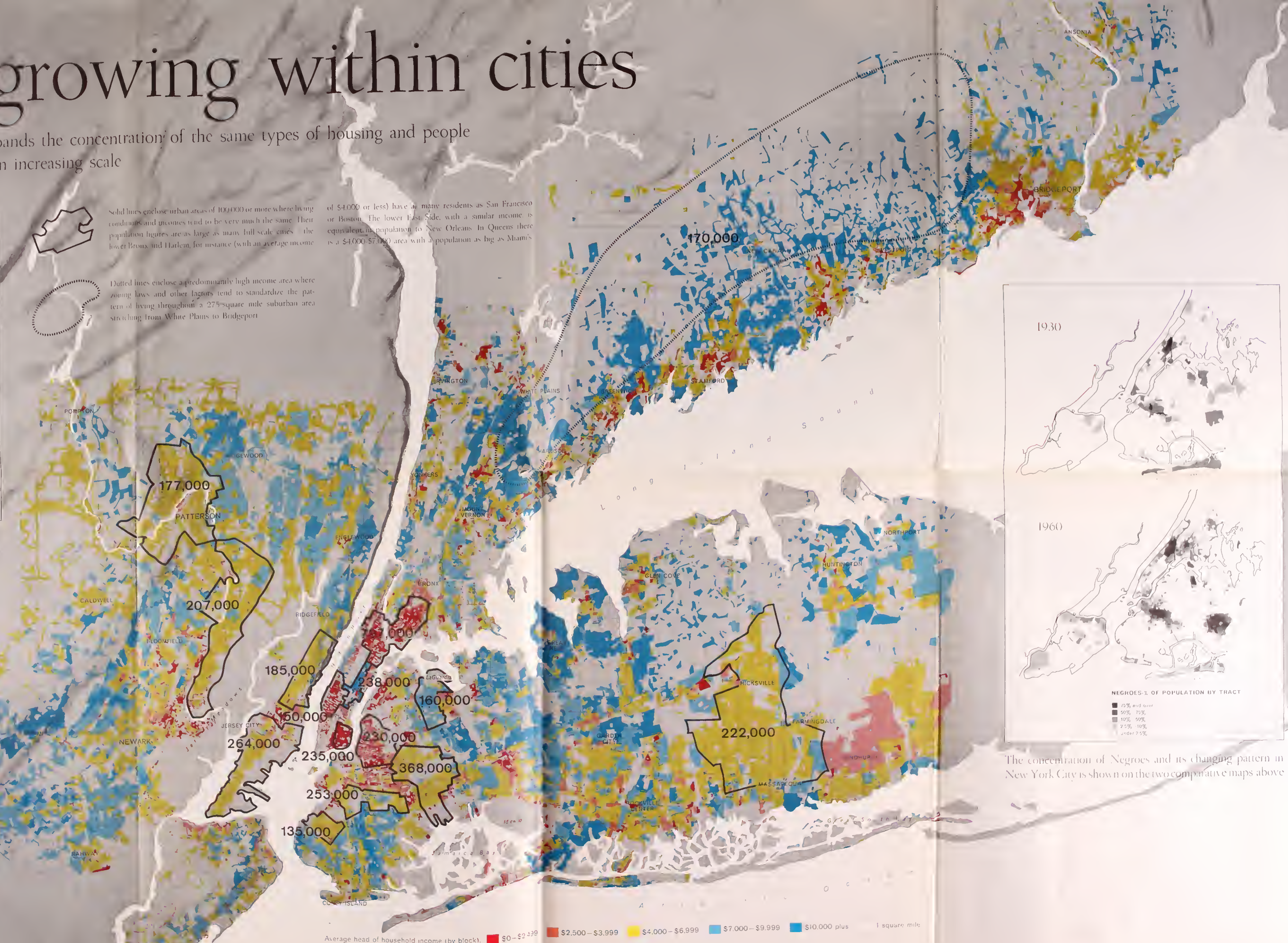
Metropolitan development is increasing in scale in the suburbs and in the city core

Cities growing within cities

As the metropolitan area expands the concentration of the same types of housing and people with similar incomes is on an increasing scale



In the center of the city extreme densities intensify the living problems of low income families.



The concentration of Negroes and its changing pattern in New York City is shown on the two comparative maps above

Source: based on 1960 Census data from 1960 Census of the United States, published by the U.S. Census Bureau, Washington, D.C. 20540. Block-level data is published in Statistical Abstract of the United States, published by the U.S. Census Bureau, Washington, D.C. 20540.

10 BILLION

1 BILLION

100 MILLION

10 MILLION

1 MILLION

WORLD COMMUNITY—TOTAL

WORLD COMMUNITY—URBAN
CONTINENTAL COMMUNITY—TOTAL

CONTINENTAL COMMUNITY—URBAN
NEW YORK STATE—TOTAL

NEW YORK STATE—URBAN

Source: Population Reference Bureau, Inc.
UN 1971
The Statement's basis on
World Population and Production
World News & Views, 1963
Anthropology, Princeton, 1949
Population Control, Open University, 1960
UN's Office for Research and Development

1650

1750

1850

1950

2050

Fast as the world's population is growing
it is urbanizing even faster

Comprehension

To plan for the future of New York State we must know: 1) our opportunities in the world at large; 2) our key position on the North American continent; and 3) the impact of soaring urban populations here and in other countries. Change will come fast in all of these areas as energies multiply with each new birth, each new scientific discovery, each new invention and industrial advance. We must constantly re-examine and re-evaluate our findings. Above all the quality of human life in our State in the future will depend on how clearly we comprehend our environment, and how well we organize to improve it.

CHALLENGE



Goals

New York State and

The Approach to Development

A Timetable for Development

60-Year Use and Development Outlook

Choice

FORCES OF CHANGE

CHALLENGE



Goals



Planning is a process by which man defines his goals and devises means to attain them. Individuals and families spend much of their lives in planning; businessmen would soon go bankrupt if they failed to plan. Americans would not tolerate a government which did not plan for the nation's security and its economic well-being.

Yet Americans also are very jealous of their private freedoms and of their local responsibility. The dictation of ways of living by a central, autocratic regime is foreign to our history and repugnant to our principles. This report does not seek to impose an arbitrary master-plan on the State of New York. It does point out, however, that all the people of the State have a common interest and responsibility in defining goals for future development and making plans to attain those goals.

People have needs and aspirations

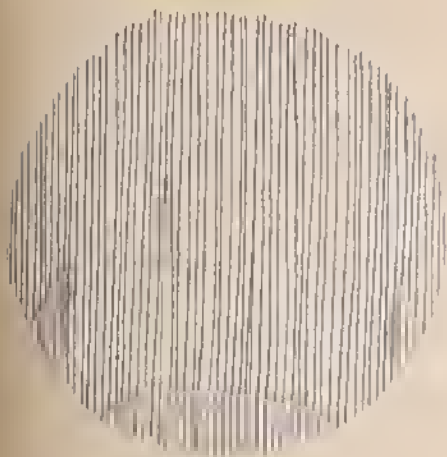


The communities in which New York State's people live vary in scale from a village street with a score of families to a densely urbanized region containing 14 counties and 11 million inhabitants. The diversity of the communities in which New Yorkers live reflects and encourages the great difference in the way they live. More than any other state—or nation—New York historically has provided homes and jobs for people with a wide variety of nationalities, religions, races, languages, talents and outlook.

Today in New York State there are people speaking every language under the sun, playing every game from stick-ball to horseshoes, singing every song from "Hava Negeela" to "The Erie Canal," and eating everything

Coordinated area depending
on geography but usually
including at least one
metropolitan area

500,000 people or more



Metropolitan Area

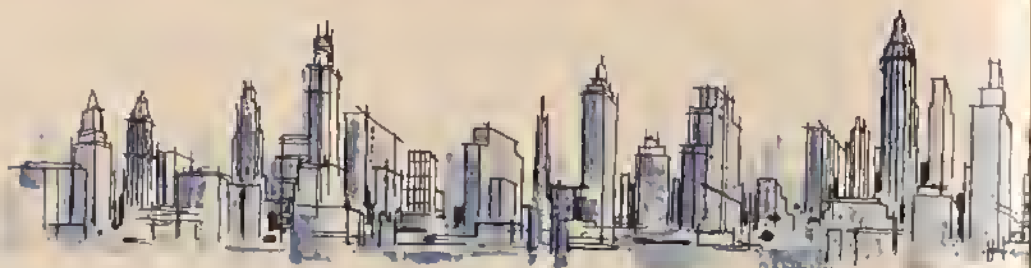


Region

from corned beef and cabbage to sauerbraten. New Yorkers mine titanium and salt, they grow grapes and potatoes, and they manufacture dresses and gyroscopes. They cross Times Square in less than a minute and take two days to pack into the Adirondacks' West Canada Lakes, they go smelting in Lake Ontario and swimming in the Atlantic Ocean, they live in the shadow of Whiteface and in the valley of the Susquehanna.

The rich diversity of life in New York State is a treasure that we must not lose. In searching for solutions to the problems of our street, our community and our region, we must maintain and encourage this diversity and, above all, cherish the right of each New Yorker to live his own life and plan his own future.

Cities, too, must live and grow



The scope of the job that lies ahead is dramatized by a single statistic. In the next 40 years, in New York State, we must build the equivalent of all the houses, streets and communities that we have acquired since George Washington stood on a Wall Street balcony and was sworn in as the first President, in 1789.

This tremendous construction program, the largest in New York's history, will provide merely the physical facilities required by our children and grandchildren. Many individual buildings will be bigger, and there will be increasing demand for open space. Future builders in urban areas will be less concerned with single structures than with complexes of buildings and entire communities.

What is more difficult to visualize—and plan for—is the kind of life that people will live in the future metropolis. Will increased leisure, for instance, create a de-



mand for knowledge comparable to the present interest in entertainment, travel and sport? Will fathers and mothers go back to school to keep up with their children? Will urban history reverse itself, with industries and business moving into the suburbs, while suburban families return to the city to enjoy its variety, color and charm?

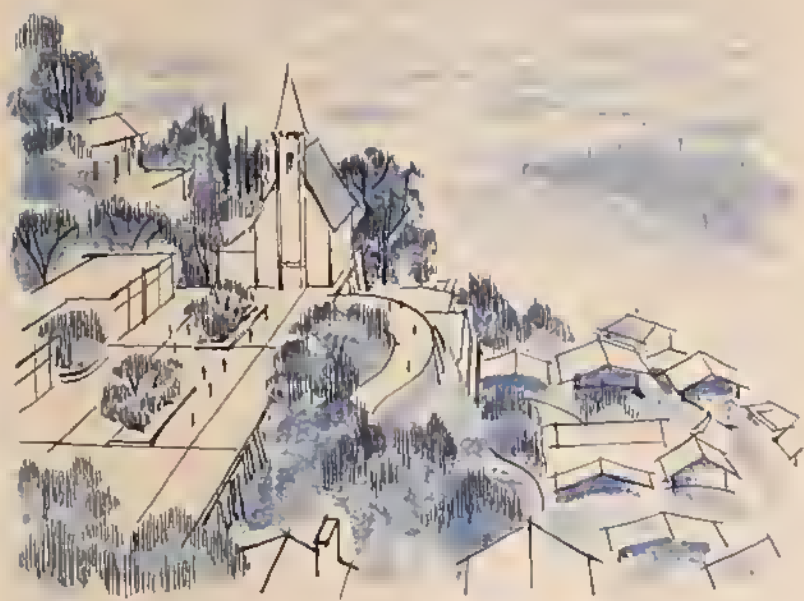
In the past, great cities evolved very slowly, but with occasional bursts of dazzling creative energy. Athens has stood for some 30 centuries yet the Parthenon and its sister-buildings—the starting point of Western civilization—were planned and completed by Pericles in less than 20 years. New York State has within its borders the brains, money and technological know-how to build whatever it needs. Now it must find the imagination to endow its future communities with a glowing vitality and stimulating significance for generations to come.



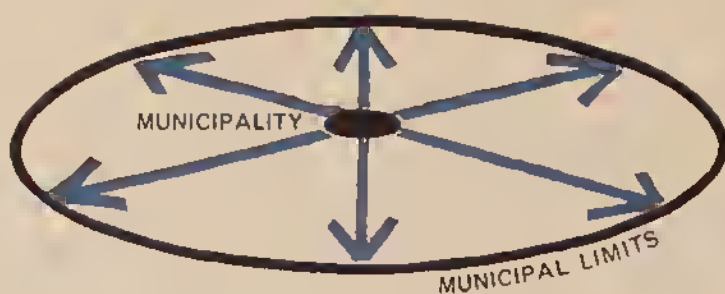
The world will note what we do



Nearly 300 years ago a traveler observed that in the port of New York many languages were spoken, the people were mostly engaged in commerce, and their business dealings extended around the world. The description still fits and can be applied to the entire state. The process



now changing so much of the world—the population boom, technology, industrialization and urbanization—is part of New York State's history. In the past our performance established high standards; in the future the world will be watching to see if we maintain them.



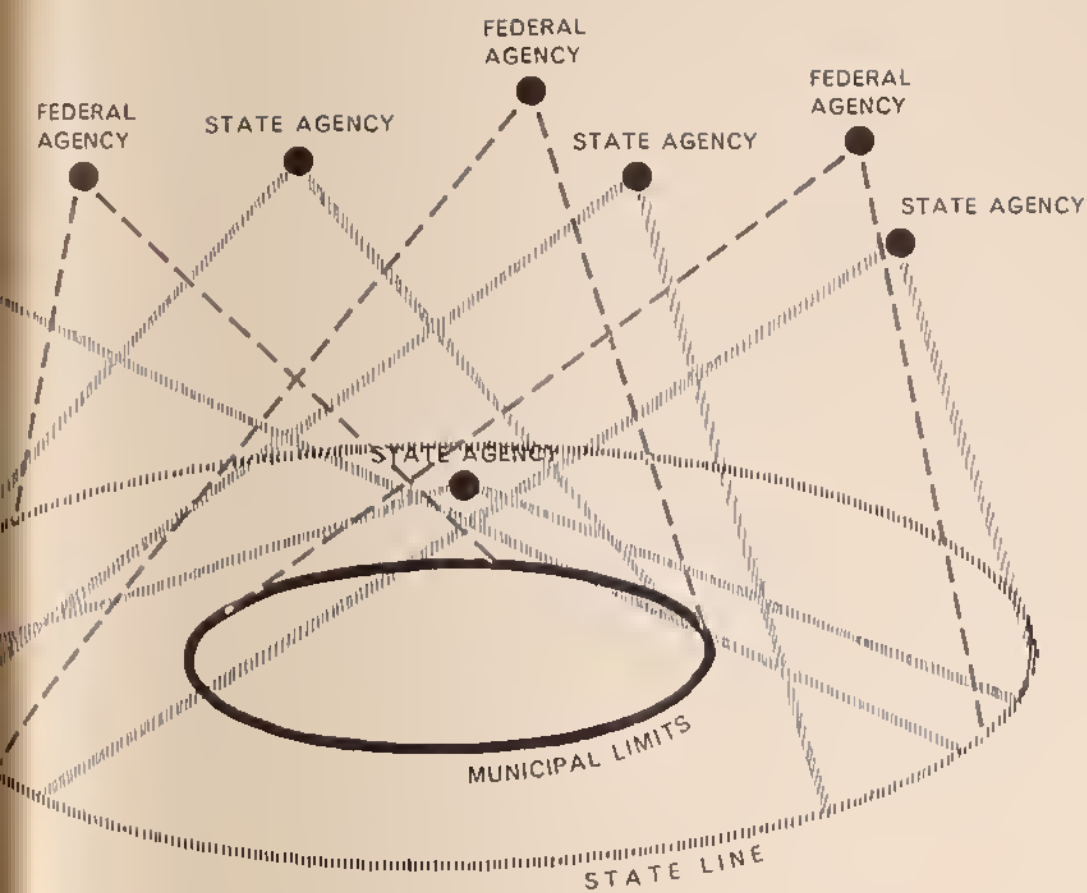
Present approaches are out of

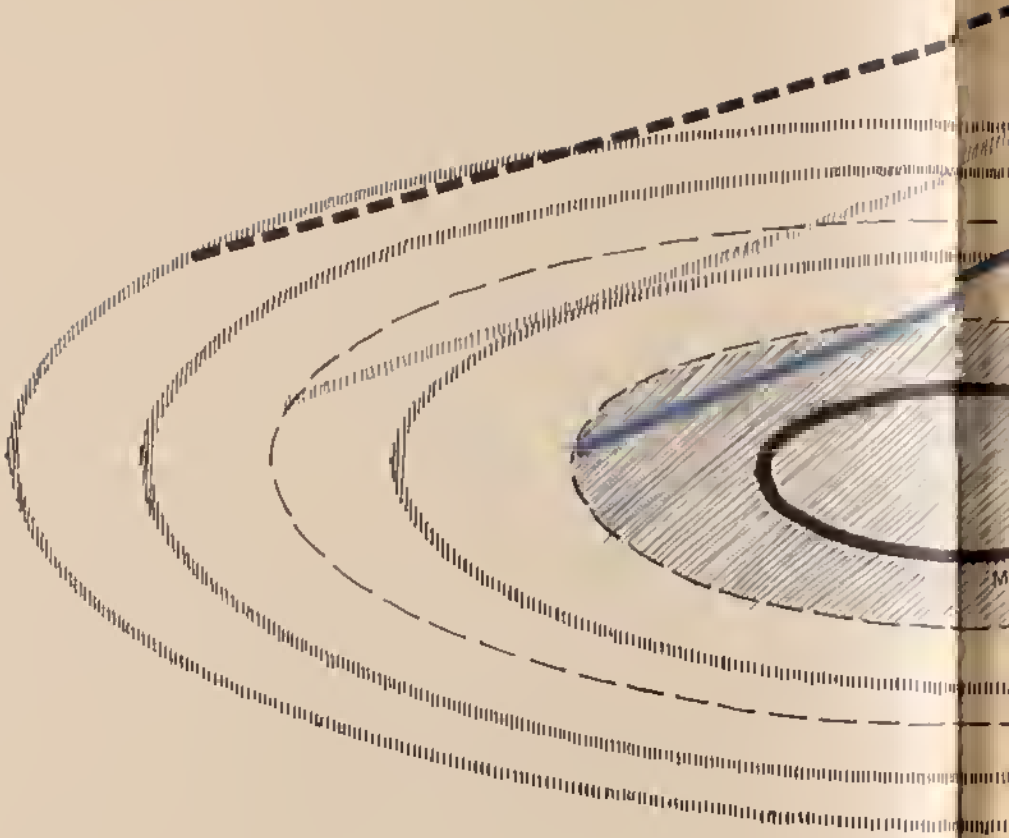
Although comprehensive physical planning has been actively undertaken in many parts of the State, it has been largely concentrated in cities and metropolitan areas, because their growth has been so rapid and their needs so urgent. But planning which starts at the city center and ends at the metropolitan boundary is obviously too limited to deal with the statewide growth of tomorrow. In New York a number of State departments and agencies have pioneered in planning for their own particular functions, and have cooperated with local governments concerning mutual problems. The Federal government too has become increasingly active in local physical development programs such as housing, urban renewal, flood control and the building of airports and other transportation facilities. The result has been a criss-cross of lines of authority and responsibility, something like the diagram at right.

A new approach is called for which will simplify and also enlarge the scope of community action. American instincts are strongly opposed to over-centralized planning on a national or statewide basis. What is here proposed is a regional focusing of interests which will build efficiently for the future and in which local responsibility will be indispensable.

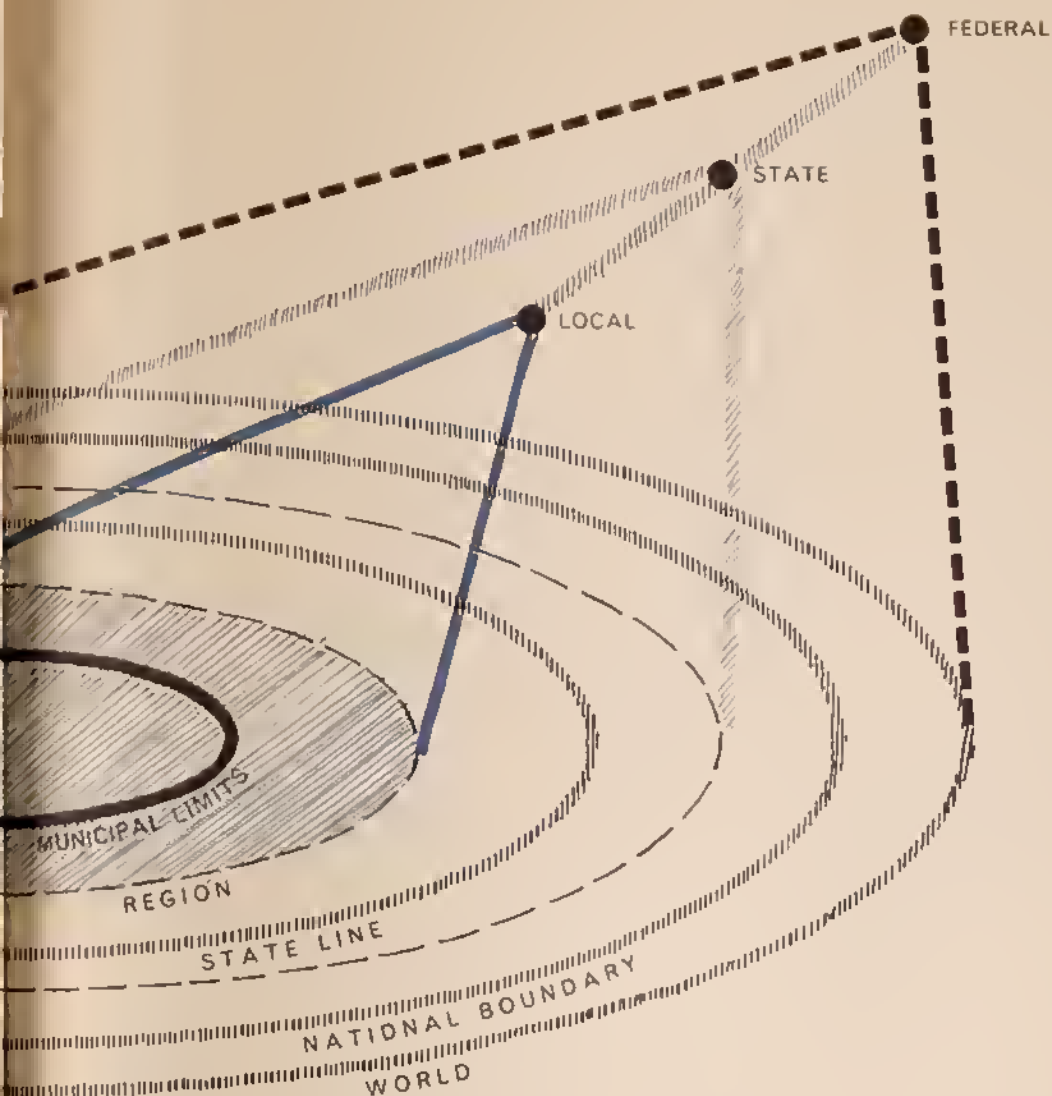
STATE
AGENCY

late





Regional coordination is the k



key

The coordination of physical development on a regional basis throughout New York State, which this report recommends, is simply a means for focusing public action on the comprehensive needs of the State's regions. The word "region," in this connection, applies to an area larger than a county united by economic interest, geography or other factors.



Approach to development

On the preceding pages New York State's future prospects have been discussed in terms of human needs and desires. But there can be no plans for an advancing society without a solid economic base on which to build. New York State has such a base, thanks to its fortunate geographic location, its natural resources, its free political system, and the enterprise of its industries and citizens during the last 300 years. We turn now to consider the economic forces which have shaped the State's growth in the past, and to present an outlook for use and development based on the continued effect of these forces.

Dynamic forces at work on New York State



Forces concentrating development

One set of forces influencing development within the Northeast Region is generated in the complexes of cities along the Atlantic coast and on the Great Lakes-St. Lawrence water route. These complexes are now growing, as noted earlier, into two solid and separate urban belts (map at left above). They already contain a high percentage of the production, transport and skilled labor resources of North America and the United States. Like powerful magnets they attract people and economic development.



Forces connecting development

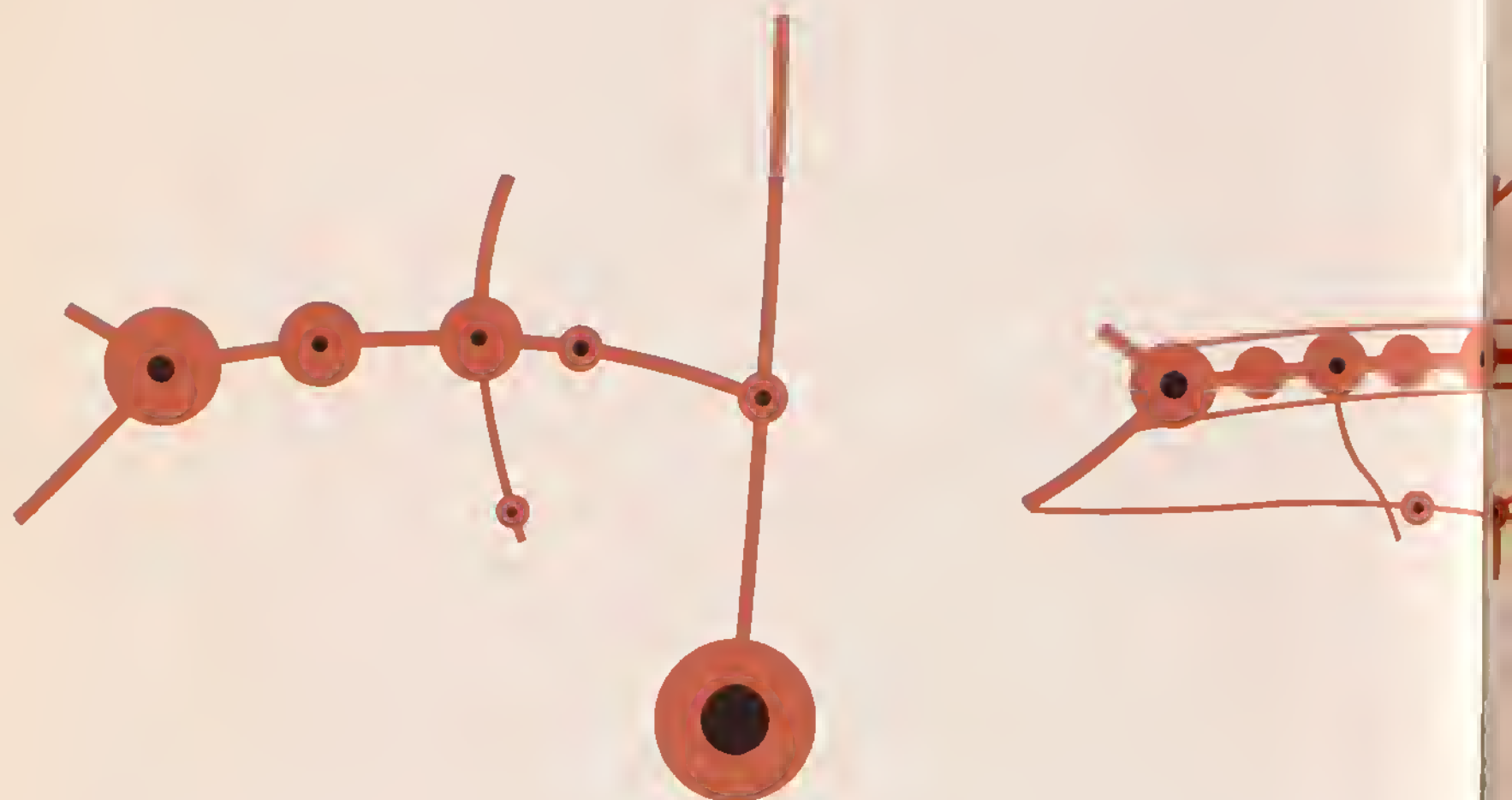
Another set of forces produces growth through the major river valleys and their tributary transportation routes. Here are the rail and highway facilities which speed industrial traffic between the ocean and the lakes, and form broad bands of connecting strength to link together the two urban belts. Along these routes have developed urban and metropolitan areas which are widening out beside the main valleys (center map above). Historically these connecting forces created the continental community of which New York State is a part.



Forces distributing development

A third set of forces, partly new and partly old, partly human and partly technological, distributes economic development. Innovations in transport, communications, and industrial and commercial processes are allowing greater dispersion of economic activities throughout the Northeast Region, making this continental community more closely knit than was possible in the past. Leisure and recreation activities are transforming rural and mountain areas. Another important factor is the human urge to live closer to nature, or at least to see more of it.

Result: Three basic patterns of growth in New



Expansion of metropolitan areas

Much future growth will continue to concentrate in the State's seven expanding metropolitan areas. The area around New York City, hub of the Atlantic coastal complex, and the Buffalo, Rochester and Syracuse areas, associated with the Great Lakes-St. Lawrence complex, have an established momentum which assures them major roles in the State's development. The Albany-Schenectady-Troy area, key to the Upper Hudson, Utica-Rome in the Mohawk Valley, and Binghamton in the Southern Tier exert a strong centripetal force in their respective regions.

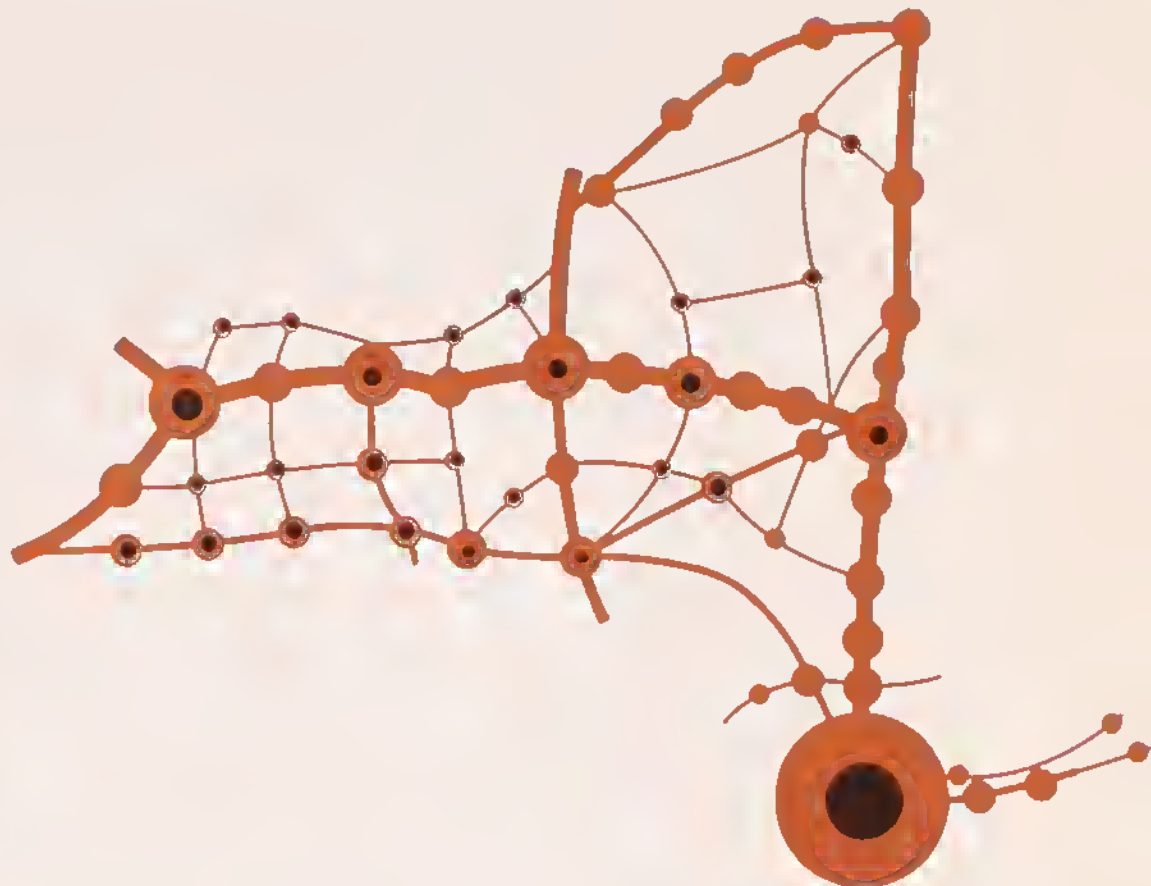
Regional p

ork State, all working simultaneously



Expansion in linking valley areas

ll development of the State's principal trade routes
d the further growth of urban communities along the
er valleys will be major factors in future planning. In
light of competition from other states, both are needed
maintain New York State as an integral part of and the
in link between the Great Lakes and Atlantic urban
ts. Urban development along the State's linking valleys
l also relieve overcrowding in the centralized metro-
itan areas.



Expansion on a statewide basis

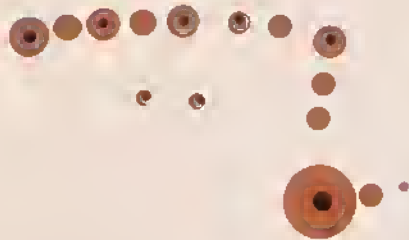
The rapid rate of technological progress will distribute
growth ever more widely throughout New York State
during the decades ahead. Small communities that now
seem remote will become busy centers for service and
trade. Leisure and recreation activities will stretch out
into part-time and even full-time country living as time
required for work decreases. New inventions will virtu-
ally abolish barriers of distance and topography, and fu-
ture development will be a matter of common concern
for the entire State.

Planning will maintain harmony among all these patterns

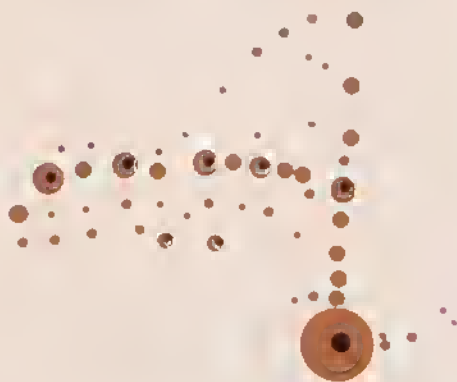
Phase I



In metropolitan areas



In linking valley areas



In statewide areas

Planning in the metropolitan areas will encourage the building of essentially self-contained communities in suburban areas. Open green spaces will be preserved around and within the urban centers. In the older downtown districts there will be more emphasis on non-residential renewal projects, such as industrial parks, mid-city shopping malls, and cultural and educational centers.

The location of public capital construction, including colleges and research institutions, will play a major role in regional planning in the valley areas. In the corridors between major cities new communities will be located, eventually growing into urban centers themselves. Preservation of open space, and control of water pollution, will be provided for in advance of heavy private and public construction.

Subject to applicable constitutional and statutory provisions, the wise use of water, timber and soil resources will be incorporated in all regional plans, more campsites and recreation areas will be made available, and access will be purchased to presently inaccessible state recreation lands. Planning of new communities will begin in many regions.

A timetable for development

Phase II

The economies of the older downtown districts are rejuvenated, large-scale renewal of blighted residential districts will be emphasized. Open space between housing units, parks, playgrounds, neighborhood cultural centers and schools will be included in all renewal plans. Planning should encourage individuality through varied architecture and design.

New high speed transportation and communication innovations will channel much population growth into the natural valley routes. In the areas which connect the major cities industrial development will take place on lands not reserved as open space.

Still more recreational facilities will be required and leisure activities and tourist service will give increased employment. Prime agricultural land and natural scenic features will be protected in regional plans. With faster transportation more light industries will locate plants in rural areas.

Phase III

The metropolitan area will now include a network of essentially self-contained communities. Jobs, business services and the amenities of life will be available throughout the area, so there will be fewer commuters. By this time in the central city public urban renewal programs will be used only to supplement the natural economic processes of growth and renewal.

The valley routes will now be metropolitan complexes in themselves, with much of their land devoted to residential and industrial use. The benefits of regional planning will be realized through a balance between urban areas and lands reserved for recreation, forestry, and high-yield agriculture.

Remarkable new inventions will open up all parts of the State, freeing urban populations of present location restraints. Vacation homes will be reached in minutes instead of hours. New communities will grow into urban centers in what are now rural areas.

Making use of all patterns of growth

60-Year Use and Development Outlook



Taking note of today's problems . . .

We propose a coordinated effort to develop our State

To meet current problems of growth and renewal New York State and many of its communities already have under way a wide variety of plans and programs. The 60-year Development Policy which is outlined here is intended to supplement these efforts, and to offer coordinated guide-lines for future planning in all the regions of the State. Plans for the regions will be prepared by the State with the cooperation of local governments and with the advice and help of Regional Councils representing

interests within the regions. Concurrently, functional statements of statewide needs in urbanization, transportation, resource development, public facilities and other fields will be prepared by the joint efforts of interested State departments, private consultants, university faculties and other private or public agencies. The integration of the regional plans with the functional statements will then become a comprehensive plan for development of the entire State.

In preparing the regional plans the following procedures are recommended:

Land Use Development

Analyze present use of the region's land and water areas for urban, agricultural, conservation, recreational and other purposes.

Apply projected population and economic growth patterns to land available for future development.

Determine effect of local taxation, zoning and other governmental activities in relation to future growth.

Recommend changes, if desirable, to promote healthy growth and make the best use of various types of land.

Transportation Development

Analyze present network of highway, rail, air and water transport facilities.

Estimate future traffic movement in relation to anticipated development within the region.

Determine nature and location of improvements needed to handle increasing traffic.

Define responsibilities of State and local governments, and their relationships with the Federal government, in providing new facilities.

Public Facilities Development

Analyze present State and local facilities for education, health, mental hygiene, correction and other functions of government.

Estimate future needs in these fields.

Develop plan for future location of new facilities and additions to present facilities.

Urban Development and Renewal

Analyze population trends and economic activities in the region's established urban areas.

Examine existing factors which have contributed to growth or decline in these urban areas.

Examine current definitions of blight, formulate standards for urban renewal, and evaluate the region's current and long-range need for such renewal.

Ascertain the resources and responsibilities of local, State and Federal governments in carrying out urban development and renewal programs for the region.

Open Space and Recreation Development

Analyze present park and recreational facilities, including privately owned facilities which are open to the public.

Estimate future needs in this field, based on projected population growth, and visitors from other areas.

Determine scenic and historic resources within the region which should be preserved for educational and recreational purposes. Evaluate need for open space between urban areas in the region.

Natural Resources Development

Analyze soil, timber, wildlife, mineral and oil and gas resources in the region, and include in the regional plan coordinated policies concerning their development.

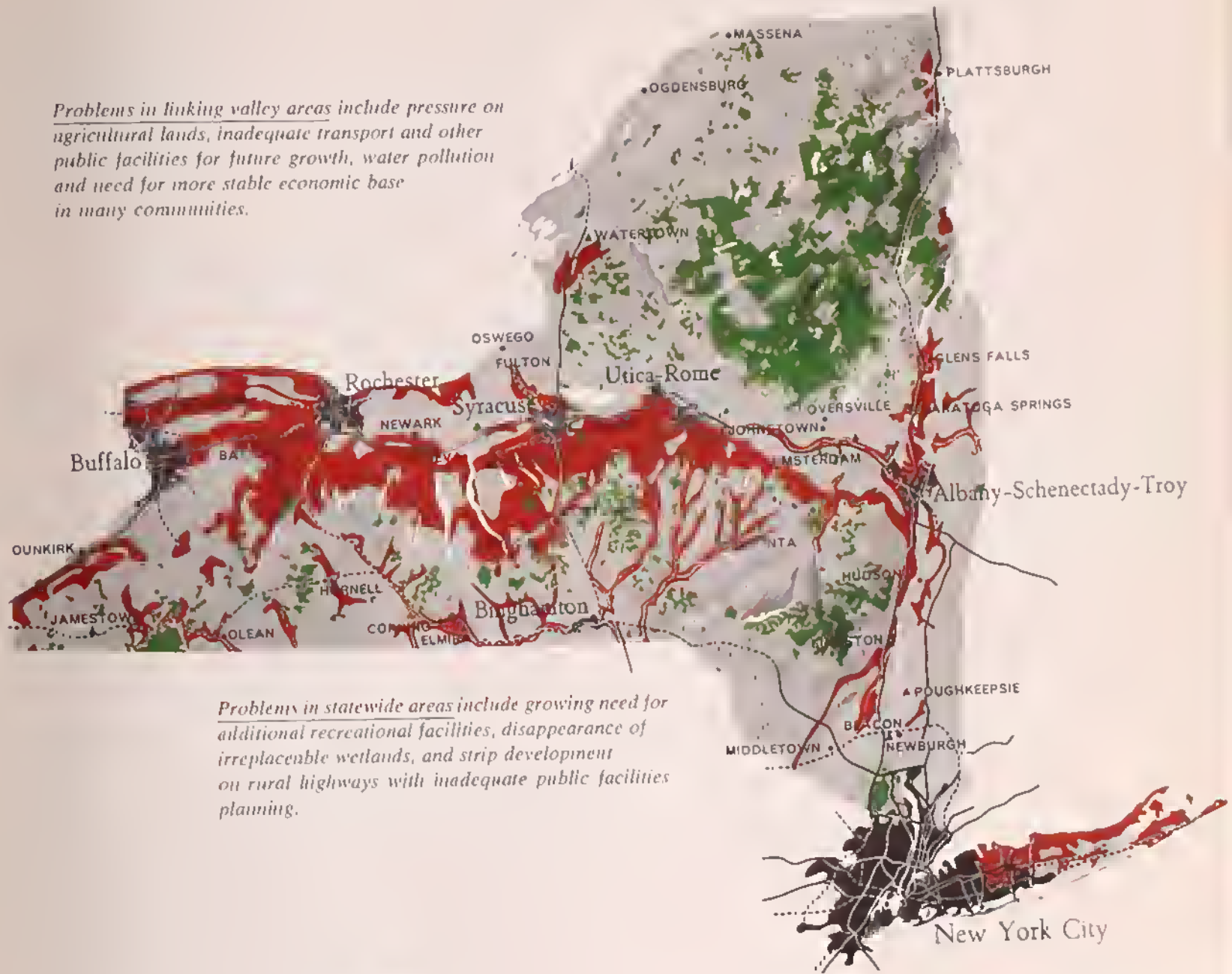
Determine what action is needed to control water and air pollution, conserve and increase timber resources, and protect desirable agricultural land.

Incorporate in the regional plan the water resources plans and policies prepared by the State Water Resources Commission and other appropriate agencies or commissions.








a balanced regional basis

Problems in metropolitan areas include physical and social blight in old city centers, lack of aesthetic design, and suburban sprawl which wastes valuable agricultural land and increases the cost of public utilities and services.

Problems in linking valley areas include pressure on agricultural lands, inadequate transport and other public facilities for future growth, water pollution and need for more stable economic base in many communities.



Problems in statewide areas include growing need for additional recreational facilities, disappearance of irreplaceable wetlands, and strip development on rural highways with inadequate public facilities planning.

Major urban communities	population 50,000 and over population 25,000 to 50,000 population 10,000 to 25,000	  
Urban and interregional transportation	existing under construction or proposed	 
Principal open spaces	major state-owned parks and forest lands favorable agricultural soils	 

Emphasis: Metropolitan core renewal and new suburban communities



Phase I

new public facilities in linking valley areas -

Statewide rural development and fostering of natural resources

Action—Phase I

Between now and the year 1980 most of the State's population growth will be in its seven metropolitan areas—Buffalo, Rochester, Syracuse, Utica-Rome, Albany-Schenectady-Troy, New York City and Binghamton—where four-fifths of the State's people already live. Regional planning around these areas will have as its main problem the balancing of suburban growth with renewal programs in the old city cores. Slum clearance and housing projects will be coordinated with plans to provide new homes and job opportunities for families before they move. To a considerable extent these will be provided by new or enlarged suburban communities, many of which will grow into new urban centers during the coming decades. Transportation, green belts, parks and other public facilities will be shaped to reinforce this pattern. In the central cities themselves there will be emphasis on non-residential renewal projects, such as sports and cultural centers, new shopping areas, industrial sites, hotels and offices.

At the same time the linking valley areas, mainly along the Hudson and Mohawk rivers and the Lake Plains, will experience increased development. Population pressure from the metropolitan areas flows naturally along these routes; here too regional planning will provide for many new communities, numerous parks, and much industrial expansion. Public capital construction—such as highways, colleges and research institutions—will be coordinated in the plans.

In areas which are now remote from metropolitan centers, regional planning will assist State and local governments in preserving and developing scenic and agricultural assets, conserving natural resources, and promoting healthy economic growth. The importance of open space and leisure in a balanced pattern of life will be particularly stressed. Increased population and business activity will affect all parts of the State; rural planning will provide for new or enlarged community development, compatible with agricultural and conservation needs.

Programs and projects now under way, or anticipated for the near future, will be major factors in the State's development during Phase I.

Among these are:

- World Trade Center in New York City*
- South Mall Development in Albany*
- Regional State office buildings*
- State University expansion*
- Expansion of airports in Buffalo, Rochester, Syracuse, Utica-Rome and other upstate areas*
- All-American Ship Canal studies*
- New York metropolitan jet-port project*
- Development of port facilities*
- Completion of the major trafficways network*
- Tri-State Transportation Committee*
- Upstate New York Transportation Studies*
- Port of New York Authority commuter car program*
- Development of state and local parklands acquired under the \$100 million park and recreation land acquisition bond act*
- State water resources planning and pollution control program*
- Marinas and other boating facilities on the State's waterways*

Action in metropolitan areas will emphasize open space and new and enlarged communities in the suburbs. In the city centers non-residential renewal projects will be increased.

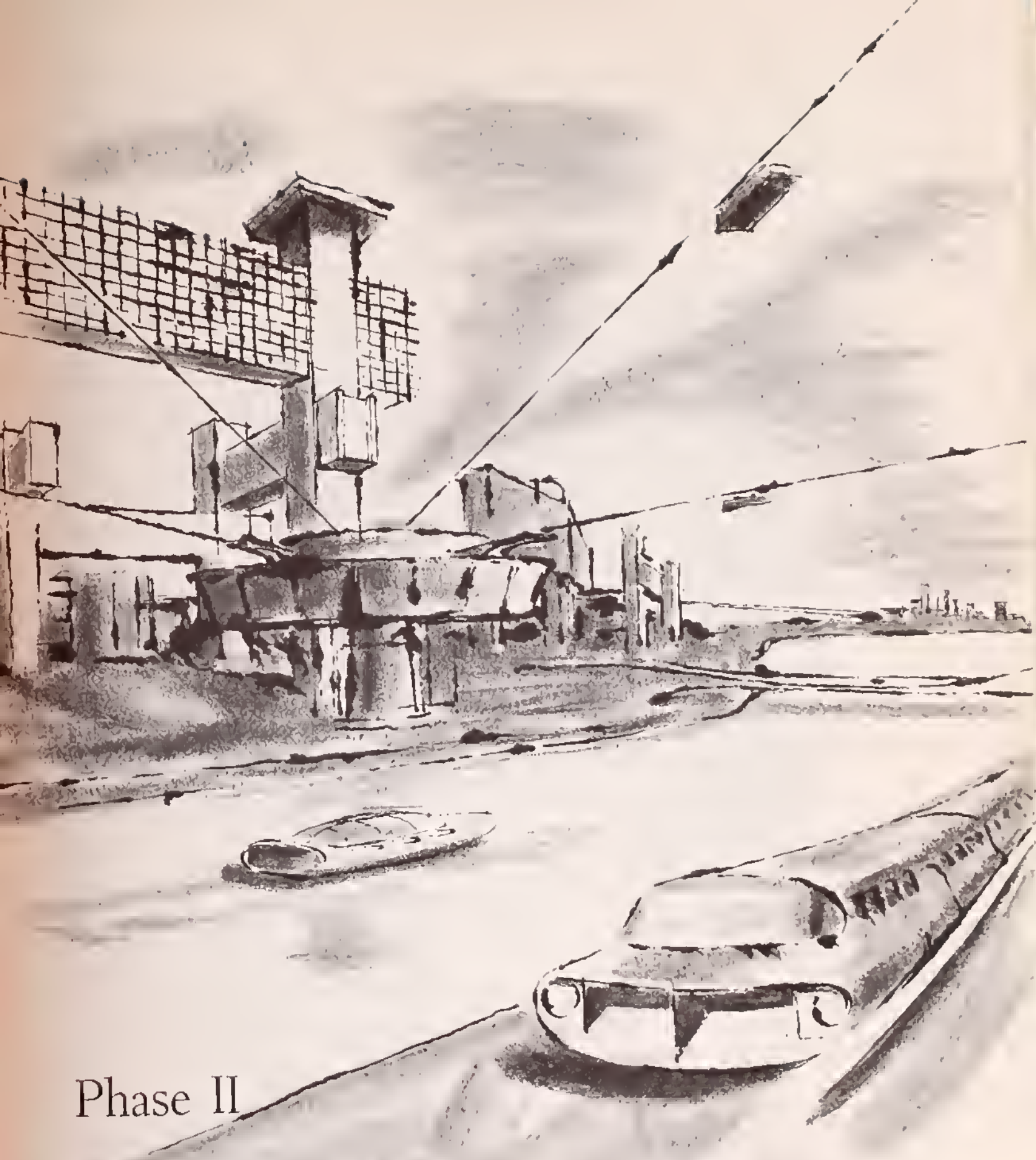
Action in linking valley areas will emphasize new communities, expansion of diversified industry, development of recreational areas, and improved transportation and educational facilities.

Action in statewide areas will include continued emphasis on conserving and fostering natural resources, planning for rural development, and providing for growth of recreational facilities.



Major urban areas	proposed 2000 population over 500,000 proposed 2070 population 250,000 to 500,000 proposed 2070 population 100,000 to 250,000 proposed 2070 population 50,000 to 100,000 proposed 2070 population 25,000 to 50,000	
Interregional trafficways	major network intermediate network minor network	
Conservation areas	forest/recreation areas protected open lands	

Emphasis: Large-scale residential and social renewal in metropolitan area



Phase II

urbanization and high-speed transit in linking valley areas -

Increased vacation use and preparation for urbanization in statewide areas

Action—Phase II

Between 1980 and the year 2000 New York State's population is expected to grow from 23 million to 30 million—almost double what it is today. Much of this increase will be in the major valleys and Lake Plains.

The development of high speed interurban transit from New York City to Buffalo, and between other metropolitan areas and regions, will be a major feature of this phase of the State's growth. Whether this will be on rails, highways or in the air is not possible to predict today, because the advance of technology is producing so many ideas. Possibly the vehicles which will be used will differ greatly from what we now know, but the routes to be followed generally will be the same, since the pattern of population and industry is already established. By the year 2000 the major valley routes and corridors will be highly urbanized on lands not reserved as open space, thus more effectively connecting the Great Lakes to the seaboard and fulfilling New York State's role as the link between the great economic complexes on either side of the State.

In the metropolitan areas, during Phase II, there will be an opportunity for residential and social renewal in the center city on a scale much larger than any we know today. Renewal of downtown business and industrial districts will have provided a sound economic base for extended residential renewal. Housing and commuting pressures will have been relieved by the new essentially self-contained communities built in the suburbs.

In all parts of the State there will be an ever-increasing demand for leisure and recreational facilities, and a greater volume of traffic to the State's scenic and historic spots. Many areas which are now rural will become semi-urban in character. Regional planning will assist in the proper development of these areas.

Among the programs and projects which are anticipated during this phase are the following:

- New communities in corridor areas*
- Large-scale residential renewal in the center city*
- Preservation of valley agricultural lands and other open spaces*
- Completion of the intermediate trafficways network*
- Development of high speed interurban transit facilities*
- Airports or heliports in all vacation centers*
- Development of new State University centers in additional locations*
- State park expansion in areas flanking corridor routes*

Action in metropolitan areas will emphasize large-scale housing and social renewal in the old city cores. Suburban new communities begun during Phase I provide new homes and jobs.

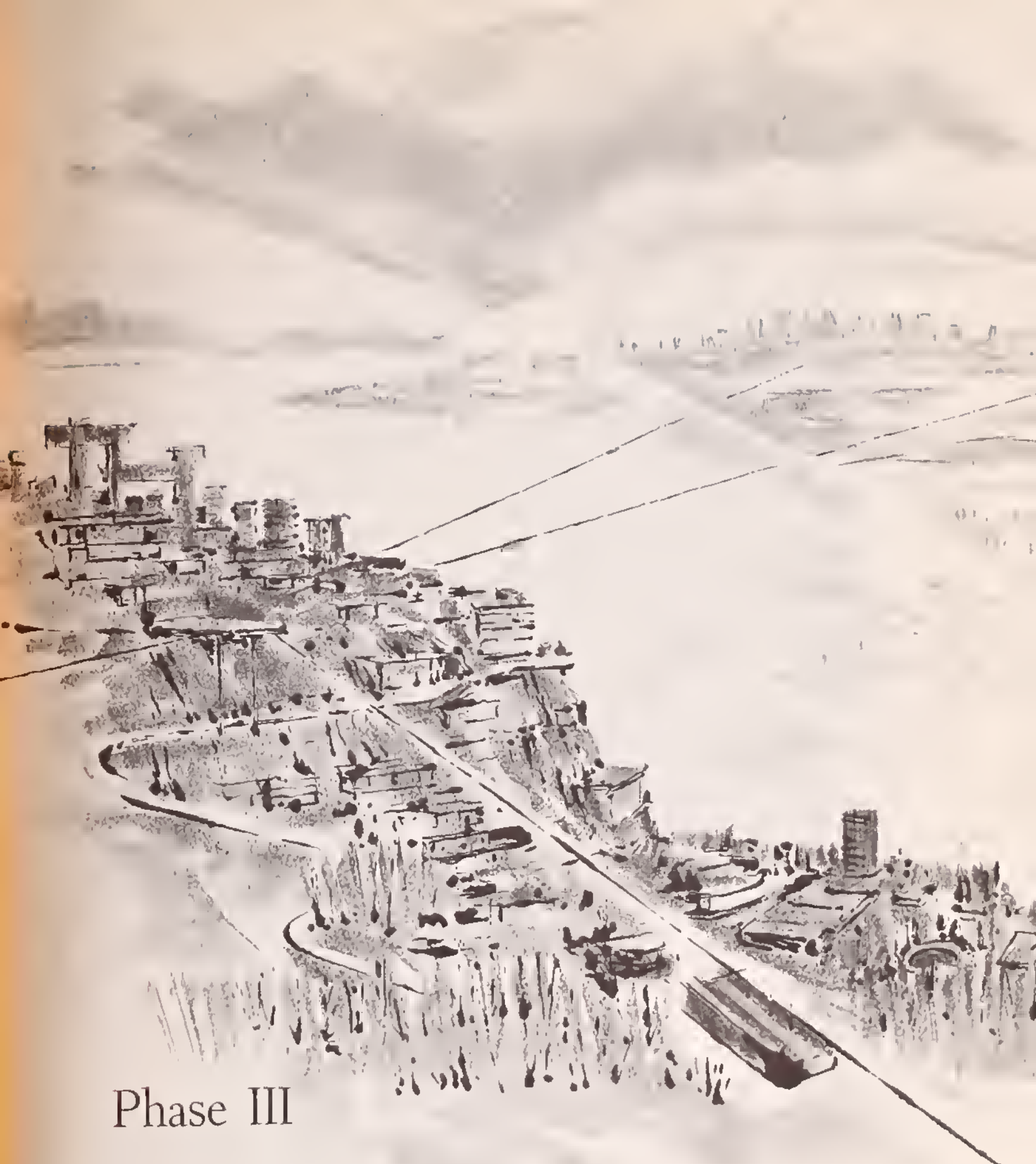
Action in linking valley areas will feature new high speed transportation between major cities. Chains of urban centers and reserved open spaces will connect the Great Lakes, Canadian border and Atlantic seaboard.



Action in statewide areas will include the development of new communities serving a balanced economy of agriculture, forestry, industry and increased recreational activities.

Major urban areas	proposed 2020 population 250,000 to 500,000 proposed 2020 population 100,000 to 250,000 proposed 2020 population 50,000 to 100,000 proposed 2020 population 25,000 to 50,000	
Interregional highways	interregional network minor networks	
Conservation areas	local recreation areas protected open lands	

Emphasis: Stabilizing metropolitan development



Phase III

-Balancing growth and open space in valley areas -

Full development of new communities in statewide areas

Action—Phase III

The 21st Century seems a long way off, yet millions of adults alive today will see it begin. Most of the children now being born will live beyond the year 2020. Present-day planning cannot envision in detail the changes in New York State by that time. Yet the policies which are established now, in the various regions, and in the State as a whole, will influence the direction and location of development, and the degree of happiness and achievement which future generations can enjoy.

By the year 2020 New York State's population will be 40 million or more. At that time it is probable that the growth of dense urban areas will have stabilized. Yet even during this phase work will remain in renewing areas becoming obsolete through time. There will now be need for renewal in suburban and linking valley areas.

Daily life in the 21st Century will be far more mobile than it is today. Many New York State families will have vacation homes in mountain, waterfront or rural areas where they will spend much of their time.

Travel time will be an insignificant problem—new, incredibly swift inventions will whisk large crowds hundreds of miles in a matter of minutes. Improved building technology will provide self-sufficient homes, generating power for their own utilities and equipped with wireless communications and entertainment devices. A tremendous increase in leisure time for all will demand more and more recreational facilities. Only continued far-sighted planning will preserve the woodlands, lakes and streams which will be precious to the State's future residents.

The effects of space exploration—and possible colonization—can only be guessed at this time. New York State's industrial and political prominence assures it a large role in all such developments. Certainly its 40 million people, 60 years from now, will travel freely to all parts of the world and anywhere else that is available. By the same token, people from other states and nations will find their way to New York State in ever-increasing numbers.

Among the possible projects and developments which may affect daily life during Phase III are the following:

Vacation communities in rural and mountain areas

Climate control for major urban centers

Self-sufficient houses, with their own utilities, communications and entertainment devices

Utilization of water, aerial and space sites for part-time or full-time living

Completion of the minor interregional trafficways network

Development of mass air transport into every part of the State

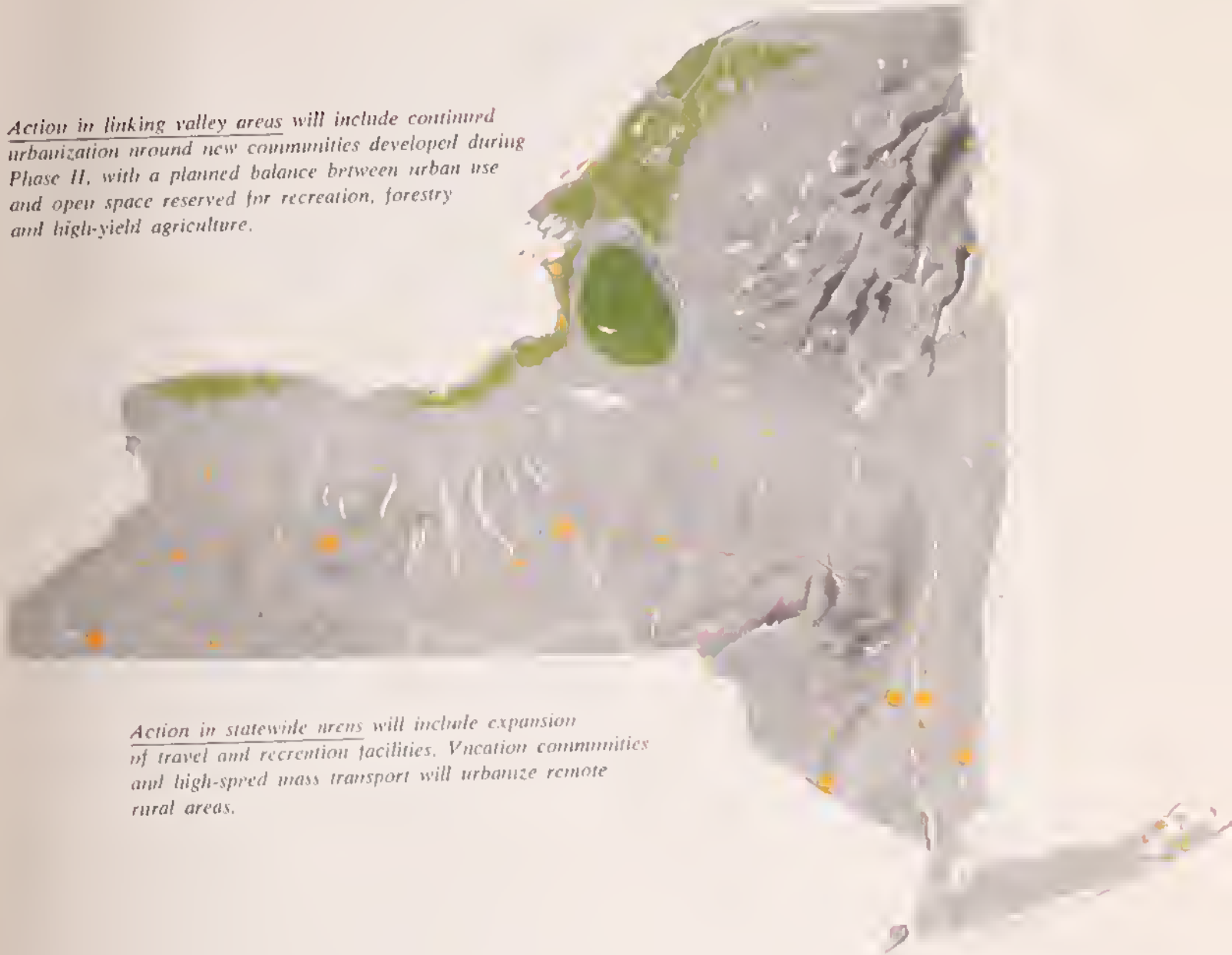
Electronic guidance systems for motorists

Inland ports for cargo handled by ground-effects (air-cushioned) carriers



Automated libraries and classrooms

Action in metropolitan areas will promote a balanced flow of population, economic activity and cultural activity between the center city and the rest of the metropolitan community.

Action in linking valley areas will include continued urbanization around new communities developed during Phase II, with a planned balance between urban use and open space reserved for recreation, forestry and high-yield agriculture.



Action in statewide areas will include expansion of travel and recreation facilities. Vacation communities and high-speed mass transport will urbanize remote rural areas.

Major urban areas	proposed 2020 population 100,000 to 250,000 proposed 2020 population 50,000 to 100,000 proposed 2020 population 25,000 to 50,000	
Interregional highways	major network	
Conservation areas	forest/recreation area protected open lands	

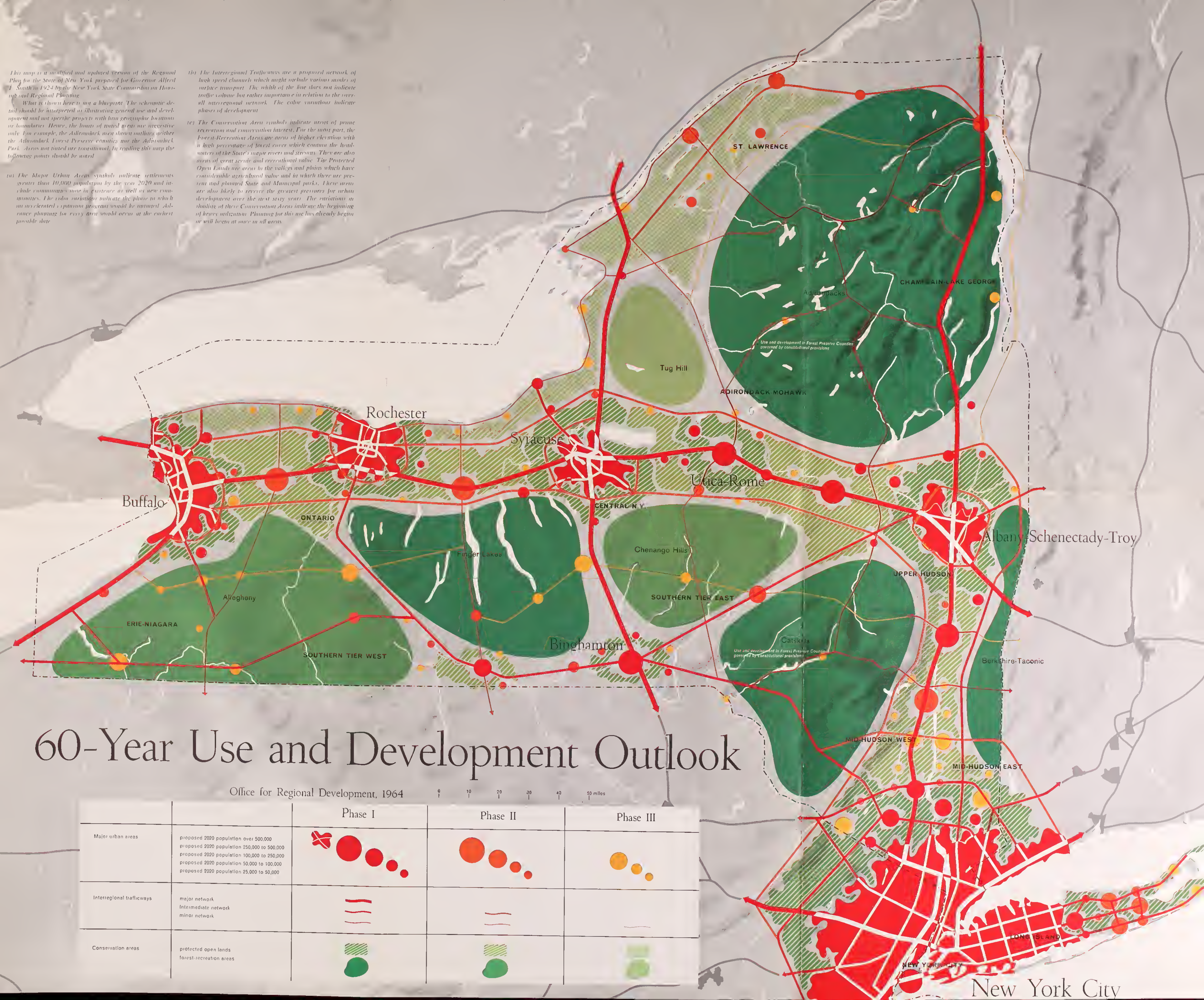
This map is a modified and updated version of the Regional Plan for the State of New York prepared for Governor Alfred E. Smith in 1924 by the New York State Commission on Housing and Regional Planning.

What is shown here is not a blueprint. The schematic design should be interpreted as illustrating general use and development and not specific projects with firm geographic location or boundaries. Hence, the limits of rural areas are suggestive only. For example, the Adirondack area shown outlines neither the Adirondack Forest Preserve counties nor the Adirondack Park. Areas not noted are transitional. In reading this map the following points should be noted:

(a) The Major Urban Areas symbols indicate settlements greater than 10,000 population by the year 2020 and include communities now in existence as well as new communities. The color variations indicate the phase in which an accelerated expansion program would be initiated. Advancing planning for every area would occur at the earliest possible date.

(b) The Interregional Trafficways are a proposed network of high speed channels which might include various modes of surface transport. The width of the line does not indicate traffic volume but rather importance in relation to the overall interregional network. The color variations indicate phases of development.

(c) The Conservation Area symbols indicate areas of prime recreation and conservation interest. For the most part, the Forest-Recreation Areas are areas of higher elevation with a high percentage of forest cover which contain the headwaters of the State's major rivers and streams. They are also areas of great scenic and recreational value. The Protected Open Lands are areas in the valleys and plains which have considerable agricultural value and in which there are present and planned State and Municipal parks. These areas are also likely to receive the greatest pressures for urban development over the next sixty years. The variations in shading of these Conservation Areas indicate the beginning of heavy utilization. Planning for this use has already begun or will begin at once in all areas.



60-Year Use and Development Outlook

Office for Regional Development, 1964

0 10 20 30 40 50 miles

		Phase I	Phase II	Phase III
Major urban areas	proposed 2020 population over 500,000 proposed 2020 population 250,000 to 500,000 proposed 2020 population 100,000 to 250,000 proposed 2020 population 50,000 to 100,000 proposed 2020 population 25,000 to 50,000			
Interregional trafficways	major network intermediate network minor network			
Conservation areas	protected open lands forest-recreation areas			

New York City

This foldout opens up to a map to be studied in connection with pages 97-112, which are inside of the foldout.

SEMI-LOGARITHMIC SCALE

100,000,000

50,000,000

10,000,000

5,000,000

1,000,000

500,000

100,000

1900

1920

1940

1960

1980

2000

2020

NEW YORK STATE POPULATION—TOTAL

METROPOLITAN AREAS

LINKING VALLEY AREAS

STATEWIDE AREAS

How a policy of regional planning will maintain and bring into balance the population growth of New York State

Choice

The 60-year use and development outlook for New York State has been described. The State's objectives include economic progress, rising standards of living and richness of human experience within a framework of individual dignity and responsibility. Our challenge is to shape the underlying factors of burgeoning population, technology, industrialization and urbanization so that we may achieve these objectives. A regional basis for the necessary planning will promote cooperation between town and country, between local and state government, and between private and public interest. At the same time it will preserve and encourage the treasured diversity of life in New York State. It will depend heavily on New York State's tradition of effective local government.

RESPONSE



Leadership

New York State and

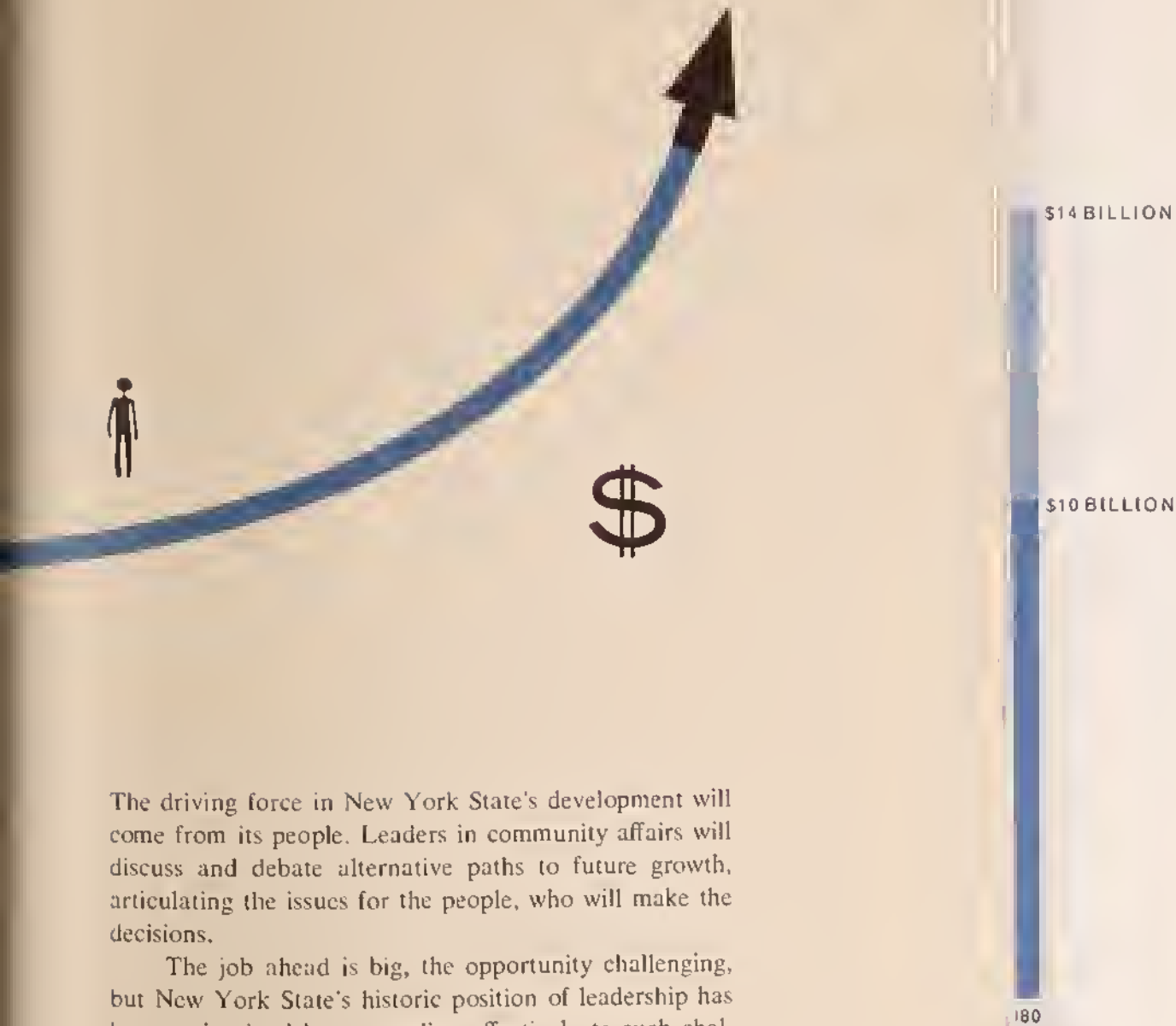
The Pace of Capital Construction

Fifteen Basic Steps for Action

A Regional Organization & Map

Affirmation

Leadership



The driving force in New York State's development will come from its people. Leaders in community affairs will discuss and debate alternative paths to future growth, articulating the issues for the people, who will make the decisions.

The job ahead is big, the opportunity challenging, but New York State's historic position of leadership has been maintained by responding effectively to such challenges.

New York's governors and legislatures have pioneered over the years with the nation's first action in many diverse fields. Examples of such foresight are the Erie Canal, the Tenement House Law, the Workmen's Compensation Law, the anti-discrimination in employment act, and large scale State and local acquisition of open space for recreation and conservation.

Just as New York has responded successfully to the changes of the past, so it must respond dynamically to the challenge of the future.

wisely.



Individual



Locality

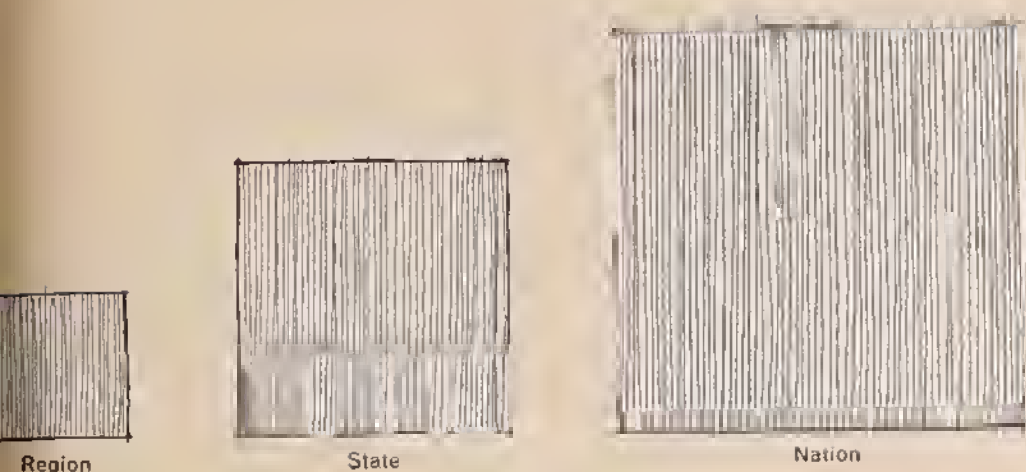
Taking three

"The historic application of the federal idea—reconciling unity and diversity—is probably the supreme American contribution to the struggle of all self-governing peoples to build political structures strong enough to assure freedom and order in their lives."

"Why has our federal system worked so well? Why has it been able to foster and adapt itself to fantastic growth and change over 175 years while preserving our fundamental human goals?

"The answer lies in the nature of the federal idea and in the leadership which it summons. The truth is that in our federal system, the sources of productive power, initiative, and innovation are to be found at *all* levels of government, and they forever interact on each other, with the initiative depending importantly on where the most dynamic leadership exists. This means leader-

The principle of Federalism



responsibility for growth

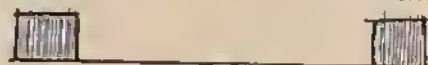
ship with the vision to anticipate emerging problems and shape the forces behind them before they overwhelm us as crises."

"The problems of urbanism have outrun individual local government boundaries, legal powers, and fiscal resources. And the national government is too remote to sense and to act responsively on the widely varying local or regional concerns and aspirations. The states—through their relations with local governments, their greater resources and powers, and their closeness to the people and the problems—can and should serve as the leaders in planning, and the catalysts in developing cooperative action at local-state-federal levels."

Excerpts from "The Future of Federalism"
by Nelson A. Rockefeller

NATURAL
RESOURCES

CAPITAL
RESOURCES



Development policy

Elements

Striking the balance



entering into decision

State, community and private interests are all vitally affected by development policies. Inevitably there will be differences among them, yet the problems of growth will insist on decisions. It is neither desirable nor possible for any *one* level of government to impose such decisions; they must come from a consensus based on the common interest of all the people.

The need is for the establishment of regional groups to focus State, local government, community and private attention upon regional interests and needs. Such groups, with strong local representation, would encourage and promote planning and development activities at all levels of government. The regional groups would assist the people in focusing their attention upon issues and choices affecting development.

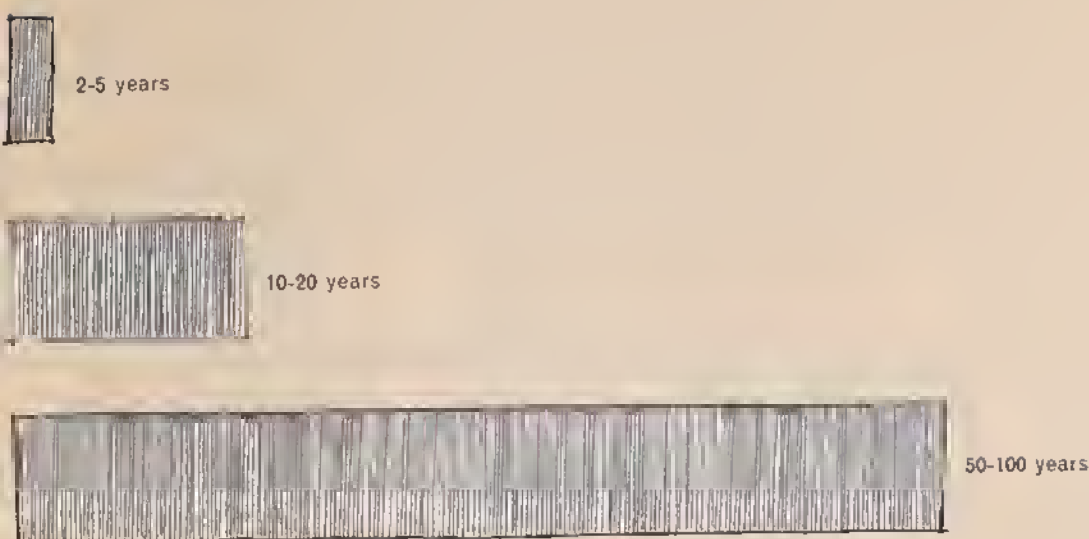
Private builder

Private owner

Public interest

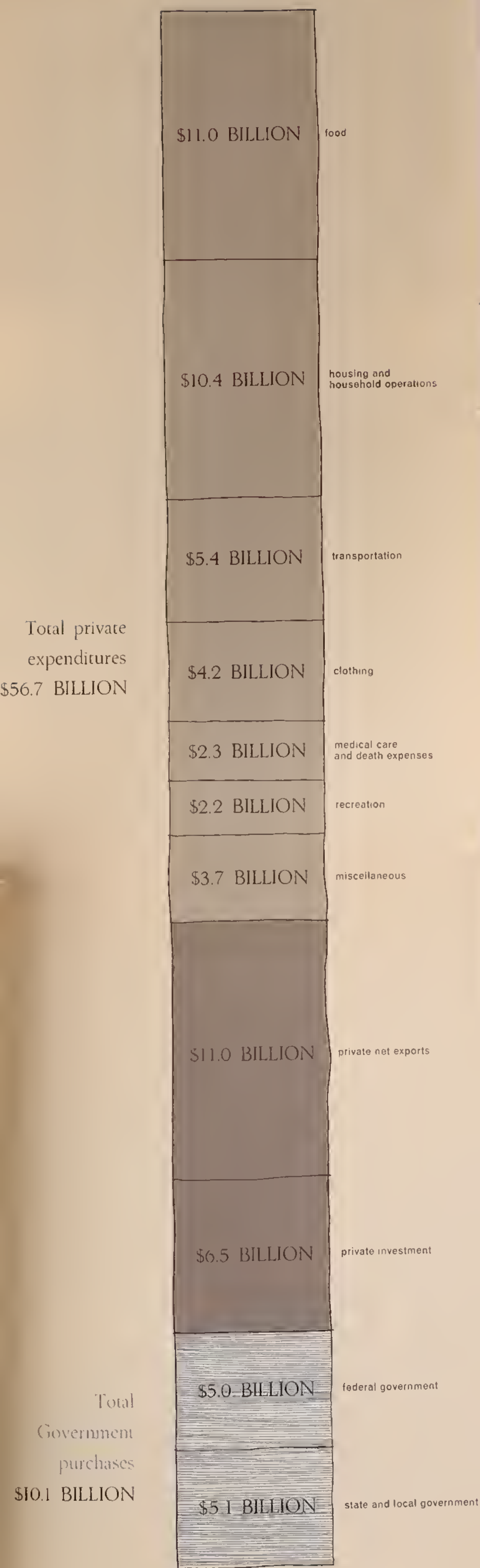
Taking the long term view

Span of concern



Growth in a free society springs from competition. Decision-making in the open market is the most productive system man has devised to meet his needs. It underlies the economic growth on which all the amenities of life are based. In point of time, the premises upon which such market decisions are based are often relatively short-term, for example, those of the private home-builder and the private home-buyer.

But as States and communities grow some actions which affect the economy take place outside the competitive open market—they are required by the common interest. The building of roads and bridges, large-scale urban renewal, and the provision of health, sanitation, conservation and education facilities are typical examples. In these matters, communities make long-term investments and their actions have a long-term impact on the open market. Thus the community's span of concern must also be long-term, and in meeting immediate needs it must look forward well into the future.



1962 Gross State Product by expenditures

The Pace of Capital

will continue to rise, with or without public planning.

Our expanding industries and population have



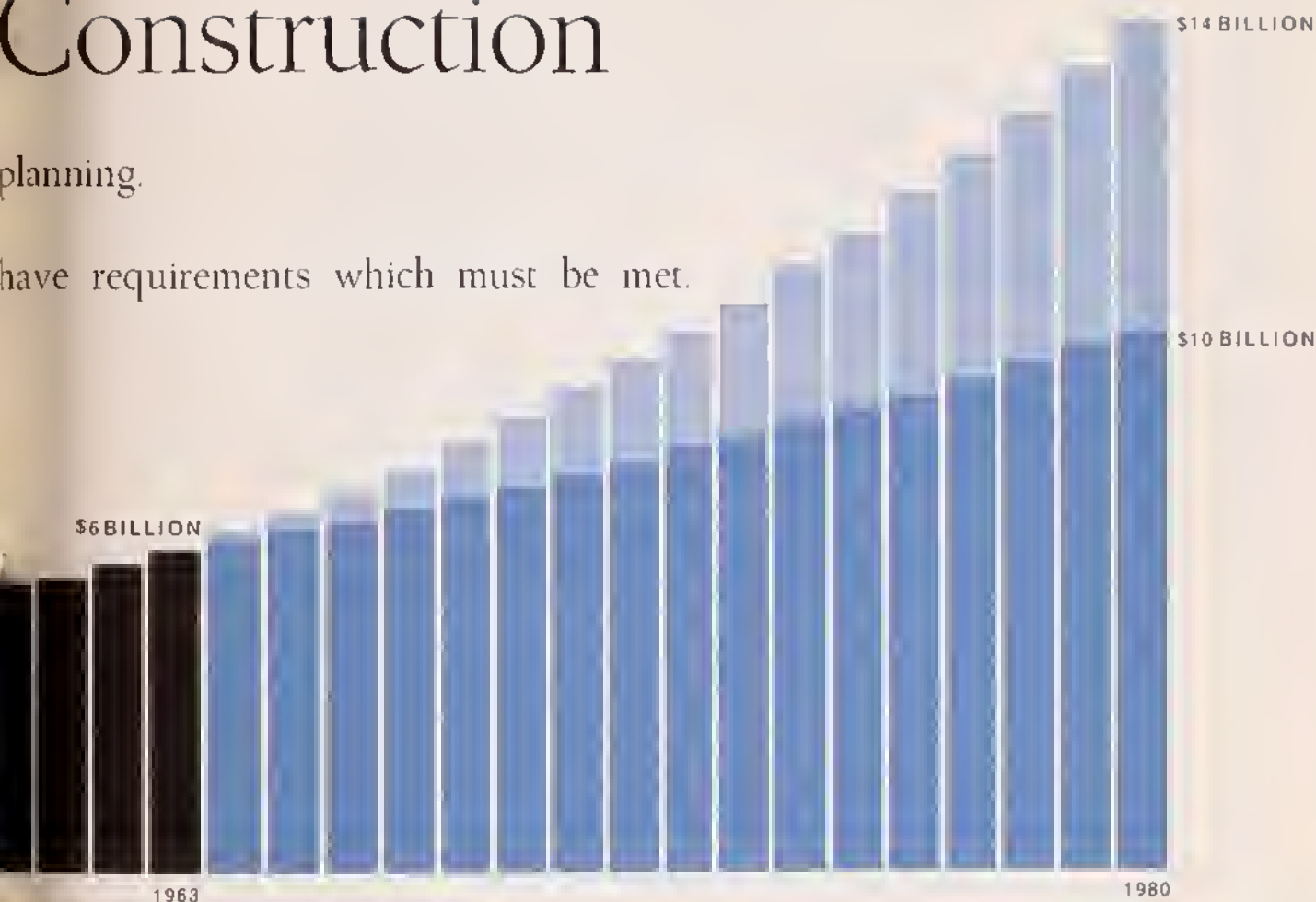
In 17 years (1947-1963) private and public capital enterprise invested \$76 billion in construction in New York State.

Intelligent long-range public and private planning

Construction

planning.

have requirements which must be met.



In the next 17 years (through 1980) between \$130 and \$170 billion will be invested in capital construction

planning will ensure that this money is invested wisely.

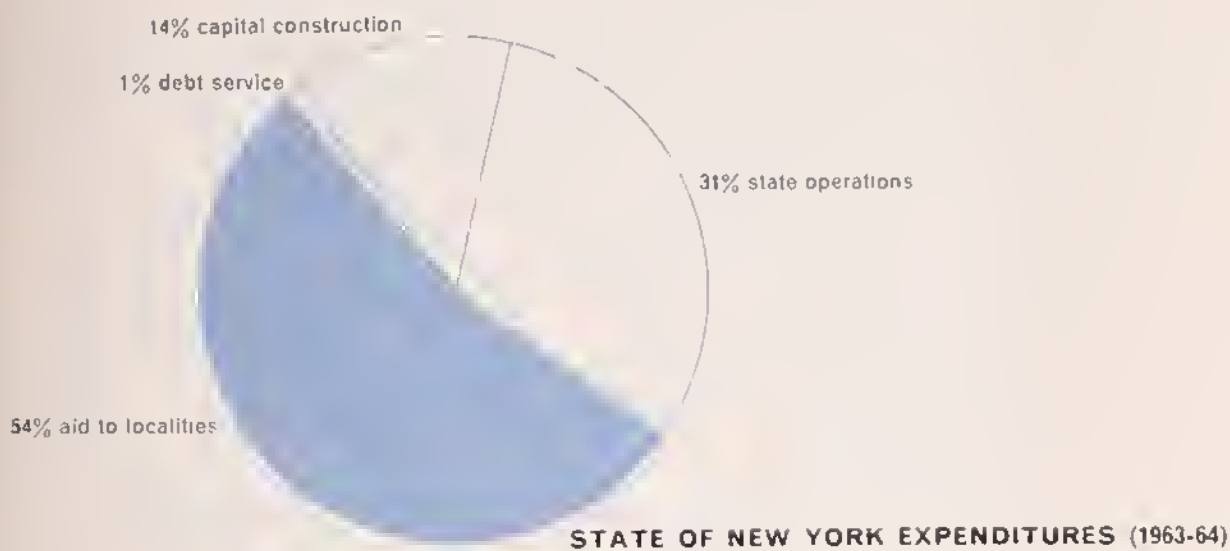
Annual value of construction put in place in flow cost style for 1947 through 1963 is estimated from national statistics in the *Construction Report, Value of New Construction Put in Place in the United States* (DO-75), Bureau of the Census, U. S. Department of Commerce and from national and state construction contract figures of F. W. Dodge Division of McGraw-Hill Corporation. Values are adjusted to 1967 dollars by use of the implicit price deflator for new construction.

Survey of Current Business, U. S. Department of Commerce, Table #6, July 1963.

The range of value of capital construction from 1964 through 1980 is derived at by projecting growth at two rates: the 1947-1953 average annual rate of 5.5% and the 1954-1963 average annual rate of 3.1%.



State government is organized for cooperative

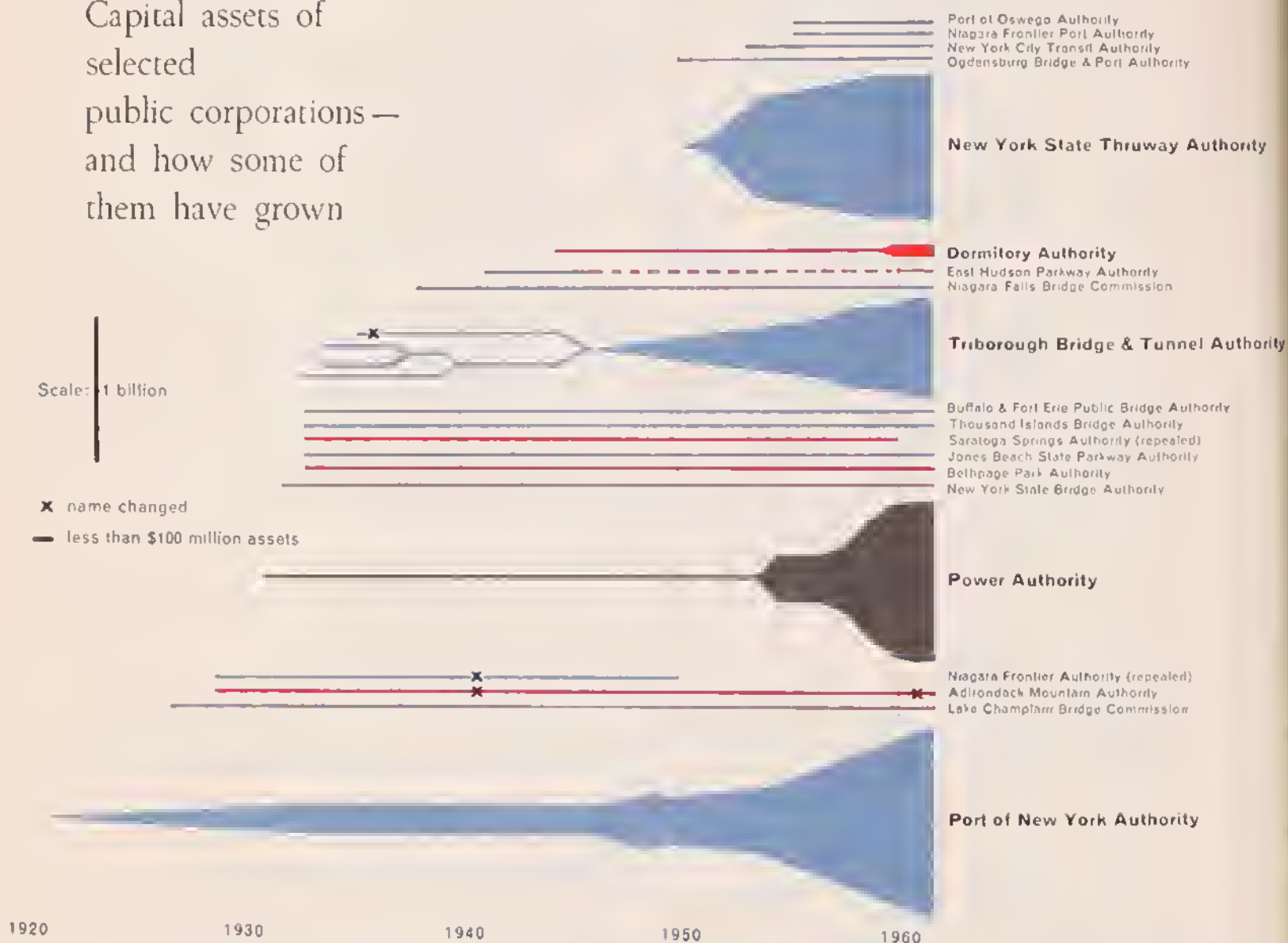


Planning with local governments

Regional coordination is a democratic approach to planning for future development. It encourages local and individual initiative, balances urban and rural areas, preserves and appreciates variety, and maintains local responsibility in relation to State and Federal government.

Public authorities enlist private funds for special

Capital assets of
selected
public corporations —
and how some of
them have grown



public needs

Recent executive agencies created
to foster intergovernmental cooperation:

Office for Regional Development

Office for Local Government

Planning Coordination Board

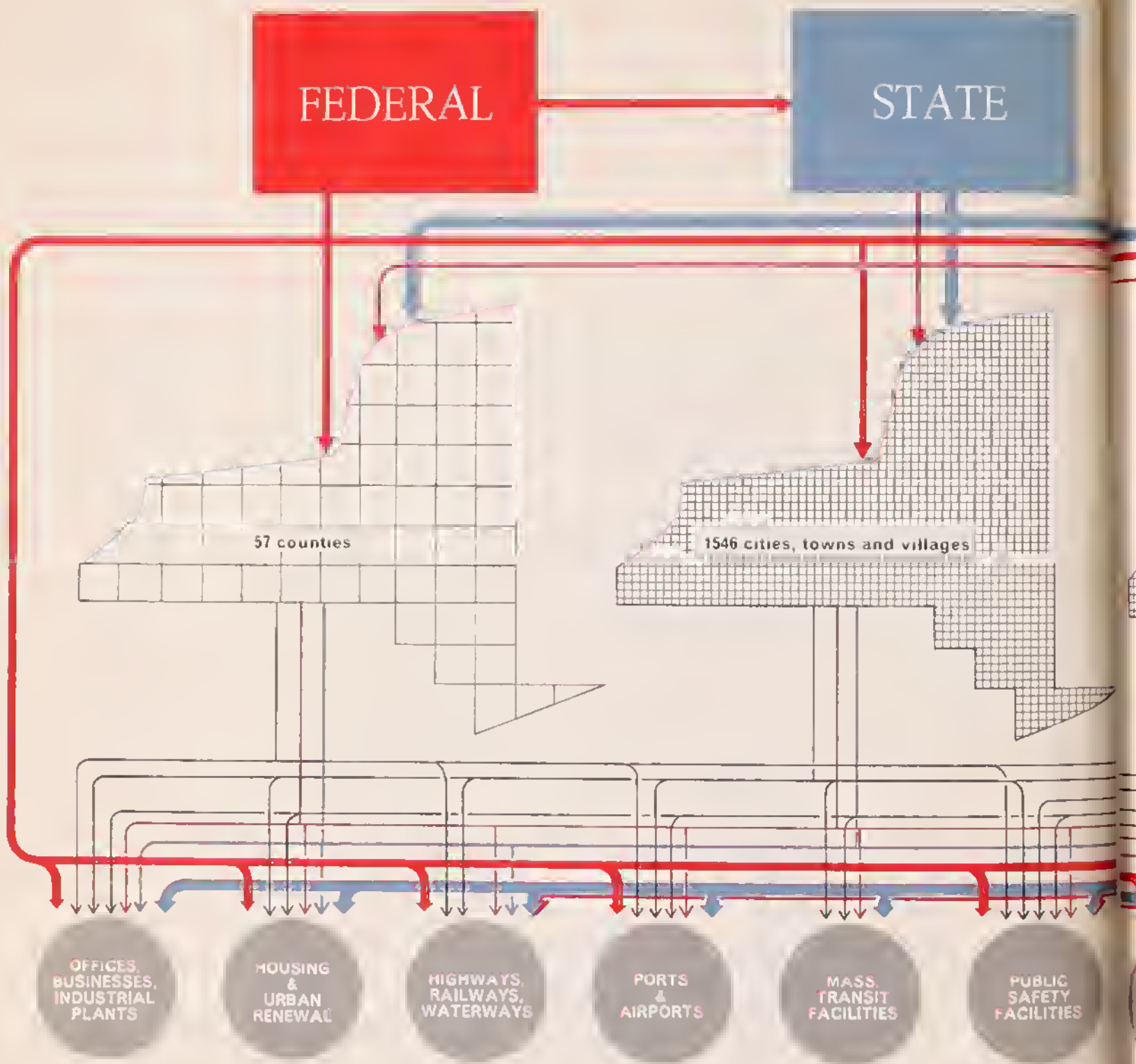
Recent agency programs financed in the private market:

Housing Finance Agency

State University Construction Fund

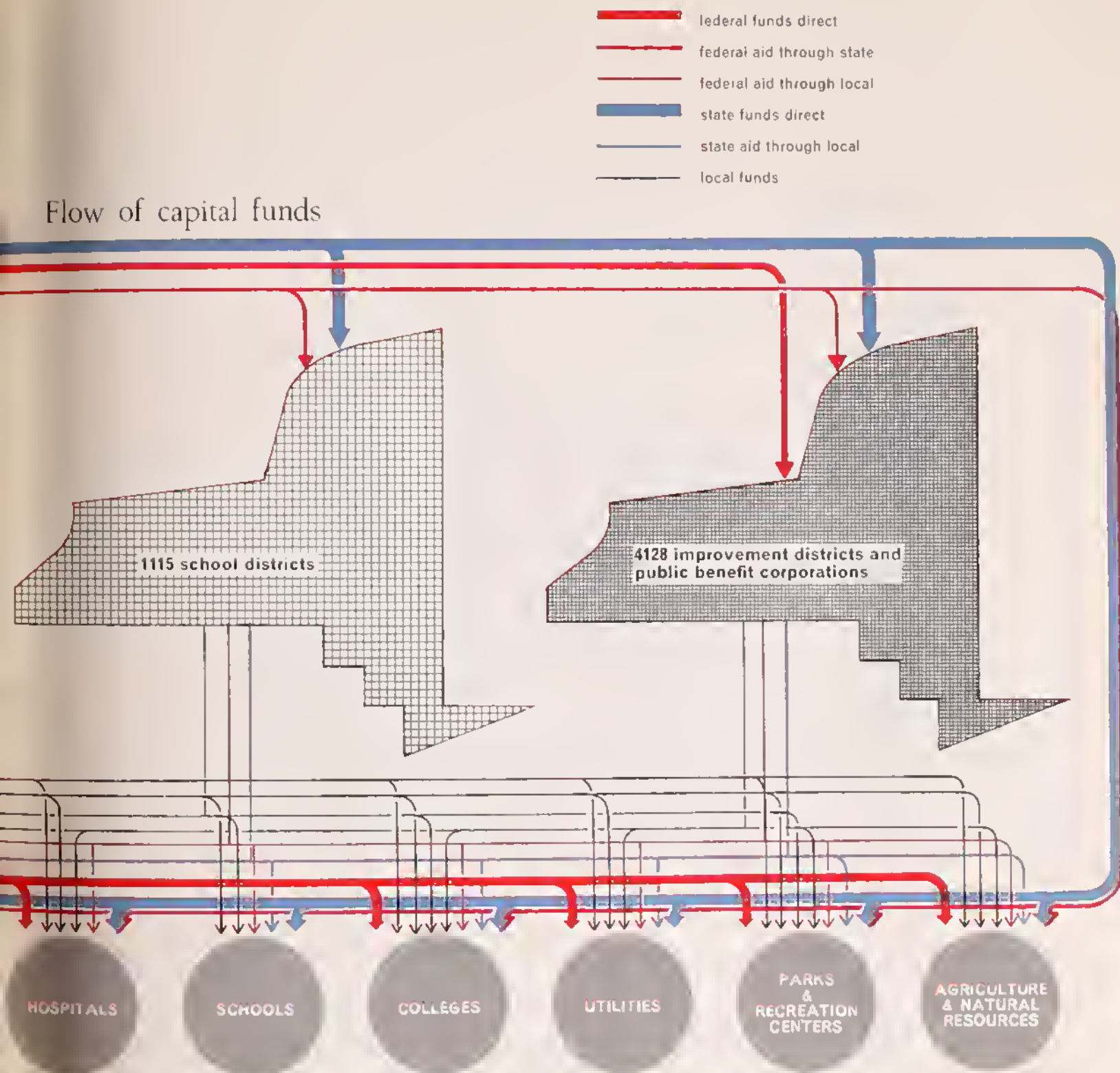
Mental Hygiene Facilities Improvement Fund

Job Development Authority



But today there are 6846 governments in New York and outlay related to future development

Flow of capital funds



York State each involved in capital construction

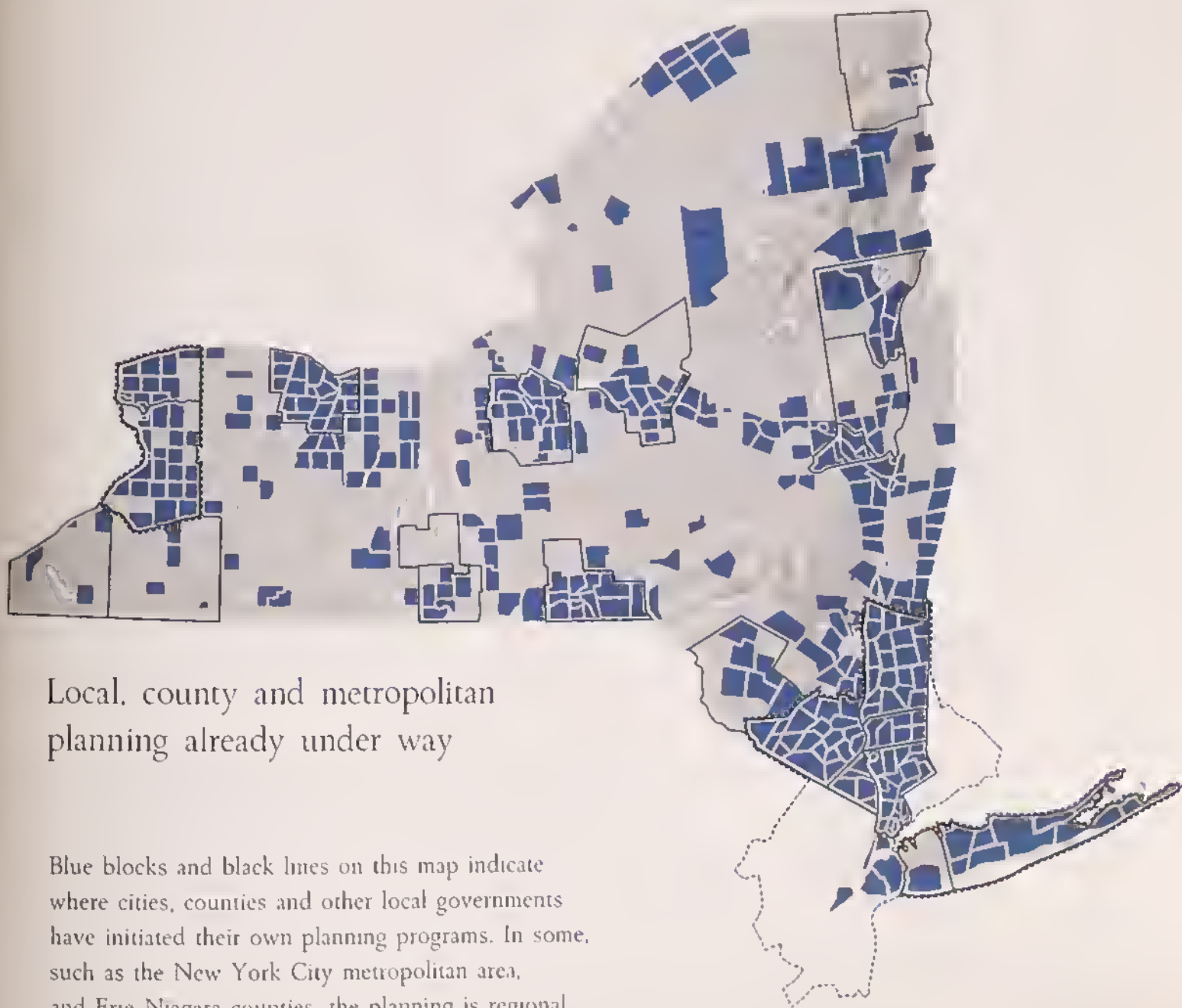
The State recognizes regions...



Regional divisions used by five departments of New York State

Colored lines on the map above show regional boundary lines used by five New York State departments to facilitate their work. Regional planning would not necessarily change these arrangements, which are adapted to the special functions of the various departments.

Communities begin to plan by regions



Local, county and metropolitan planning already under way

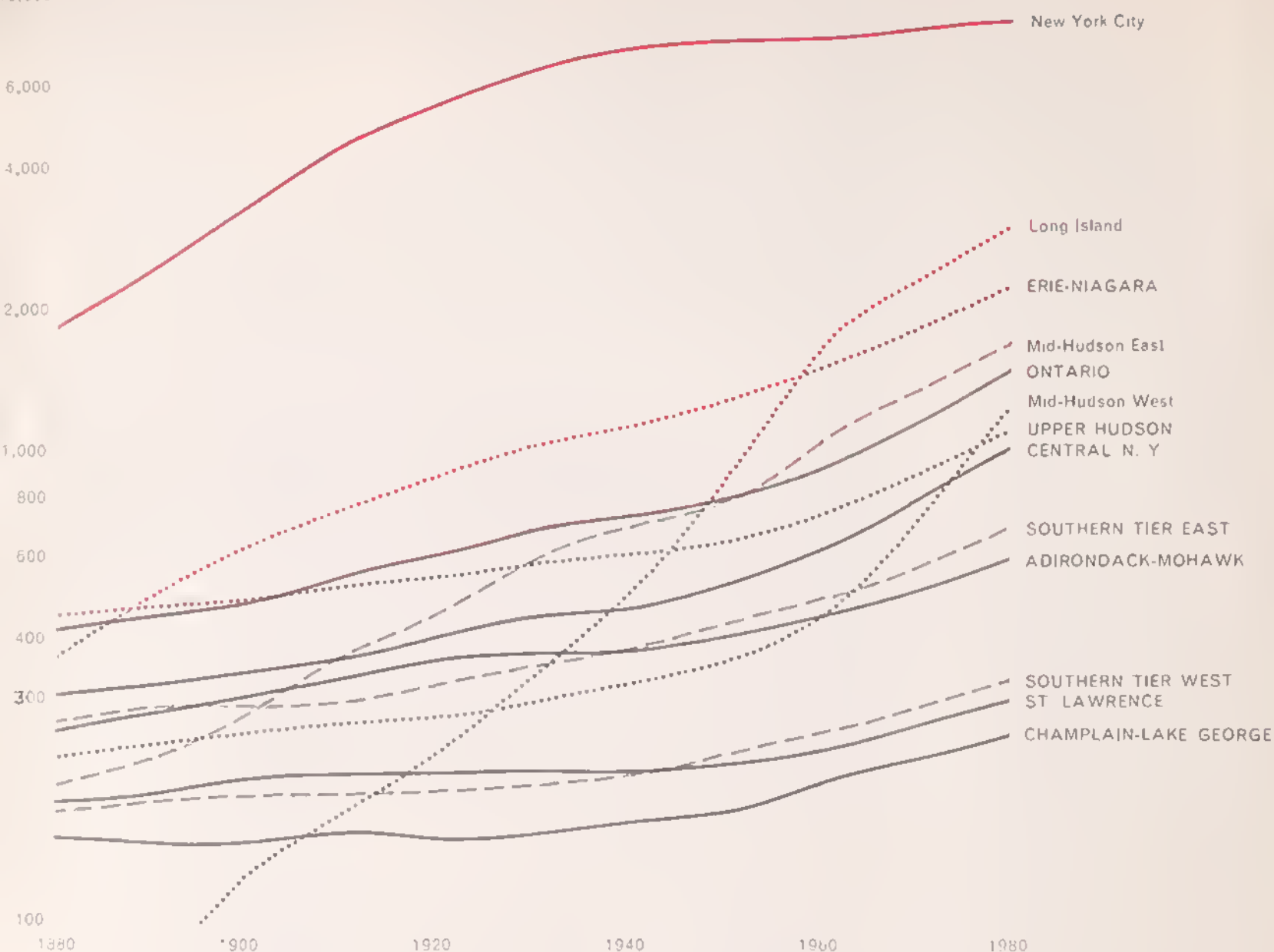
Blue blocks and black lines on this map indicate where cities, counties and other local governments have initiated their own planning programs. In some, such as the New York City metropolitan area, and Erie-Niagara counties, the planning is regional in scope



Proposed regional

organization & map—
and an outline for action

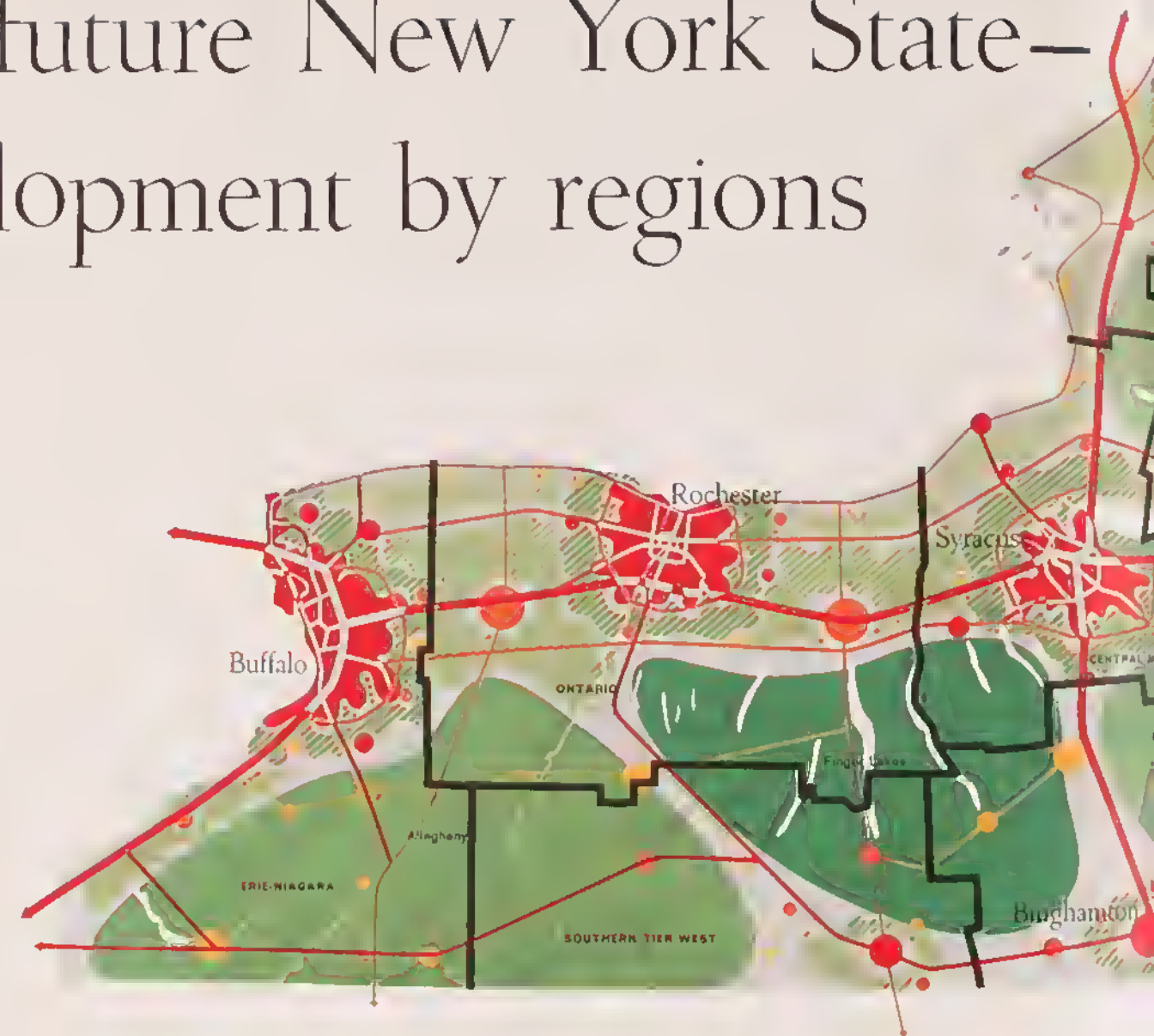
thousands of people
10,000



POPULATION GROWTH BY REGIONS

One hundred years of population growth in 10 regions of New York State, up to the year 1980, are shown and projected on the graph above. The areas listed here are the same as those outlined on the map at right, except that four of them—New York City, Long Island, Mid-Hudson East and Mid-Hudson West, are sub-regions of the Atlantic Region.

The future New York State— development by regions



The projected growth of the State to the year 2020, and the proposed boundaries and names of its regions, are indicated on a full-scale enlargement of this map, which can be viewed by lifting up all four pages.



Fifteen basic steps for action

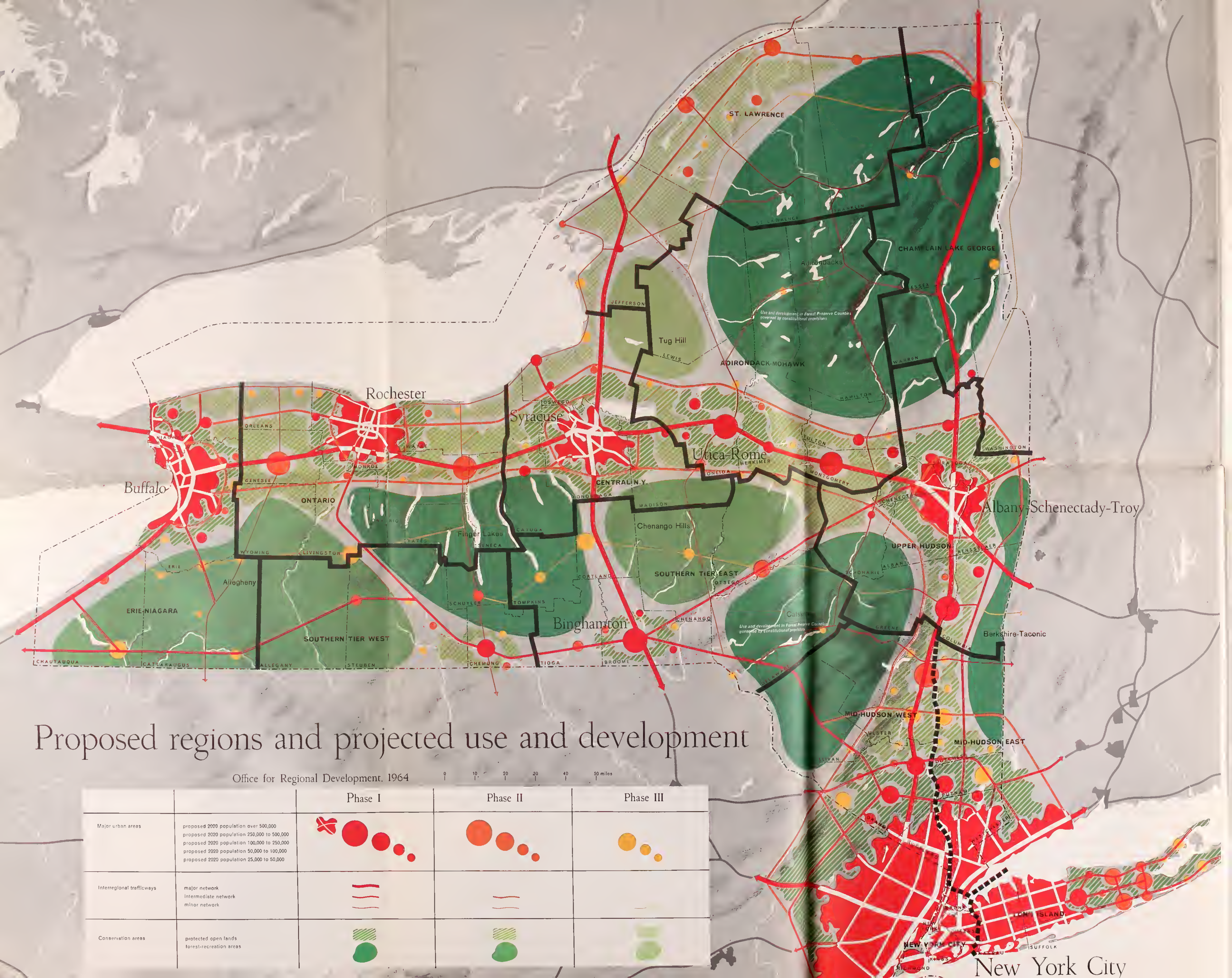
To realize New York State's full potential, continuous effective planning is necessary by State and local governments to facilitate closer coordination of development activities at all levels of government and with private enterprise. Planning by local governments in New York State is now widely accepted and effective. This Development Policy is concerned with the State's responsibility in this planning partnership. To enable the State to discharge this responsibility, the following steps are recommended:

1. **Official designation of development region** within the State pursuant to recommendations by the Office for Regional Development after consultation with representatives of local government. Such regions would be subject to modification in the event of changing conditions.
2. **Creation of Regional Councils**, with strong local representation, for each development region of the State to encourage and promote planning and development activities at all levels of government. The Regional Councils would serve to focus State, local government, community and private attention upon regional interests and needs.
3. **The preparation of comprehensive regional plans** for each region. These plans, more general in nature than municipal plans, would be prepared by the State with the cooperation of local governments and with the help and advice of the Regional Councils. They would provide significant information for the preparation of the State capital construction budget, and would be reviewed and updated periodically by the State and the Regional Councils.
4. **Formulation of comprehensive statements of statewide development factors and needs** pertaining to urbanization, transportation, resource development, public facilities and other fields. Such functional statements would be prepared by the concurrent efforts of interested State departments, private consultants, university faculties and other private or public agencies. The statements would be coordinated by the Division of the Budget and the Office for Regional Development and would be subject to periodic review.
5. **Continuing integration of the comprehensive functional statements and the comprehensive regional plans** will be effected. The result will constitute a constantly updated comprehensive physical development plan for the entire State.
6. **Annual preparation of and submission by the Budget Director to the Governor, in a part of the proposed Executive Budget, of a specific physical program and a financial program** for meeting such immediate and long-term State requirements as are deemed feasible.
7. **Periodic regional conferences** attended by the Governor, the Planning Coordination Board and the

Regional Councils to discuss development plans and policies with local officials and representatives of private enterprise.

To facilitate effective planning by both State and local governments and to provide additional tools for the implementation of plans, the following further steps are recommended:

8. **Continued and expanded planning efforts by counties, cities, towns, and villages.** The detailed planning accomplished by local governments is indispensable to the over-all State planning program.
9. **Codification and clarification of existing laws on local planning powers and land use control** to assist municipalities in attaining the goals of sound community development.
10. **The establishment by the State of a central development forecasting service** to provide State and local governments and private development interests with a continuing series of population and economic growth projections on a regional, State, national and international level. This central service would utilize the existing research and statistics output of other State agencies as well as their data processing facilities.
11. **The stimulation and coordination of research and experimentation in problems of urbanization** to develop new devices and methods for the construction of better housing, transportation and community facilities and to utilize fully the planning and technical resources of State, municipal and private agencies in such fields.
12. **A major study of international and interstate factors** to determine more precisely the nature of the external forces influencing the development of the State and its community.
13. **A major study of the "new cities" concept** as it has been applied in other areas of the United States and abroad. This study would assess the applicability to New York State and the method of implementing the "new cities" approach as a means to create or expand communities to accommodate population growth and reduce the adverse effects of urban sprawl, strengthen the economic base of depressed areas and provide a wider range of relocation housing to facilitate urban renewal activities.
14. **Use of area or regional agencies**, which may be municipal corporations, acting alone or jointly, or public benefit corporations to assist in the development of new communities, water supply and sewage disposal systems, parks, transportation and other community services, on a multi-purpose basis where feasible.
15. **Development of a proposal for the establishment of a New York State Regional Development Fund** as a public benefit corporation to channel private investment into the financing of the programs of the area or regional agencies.



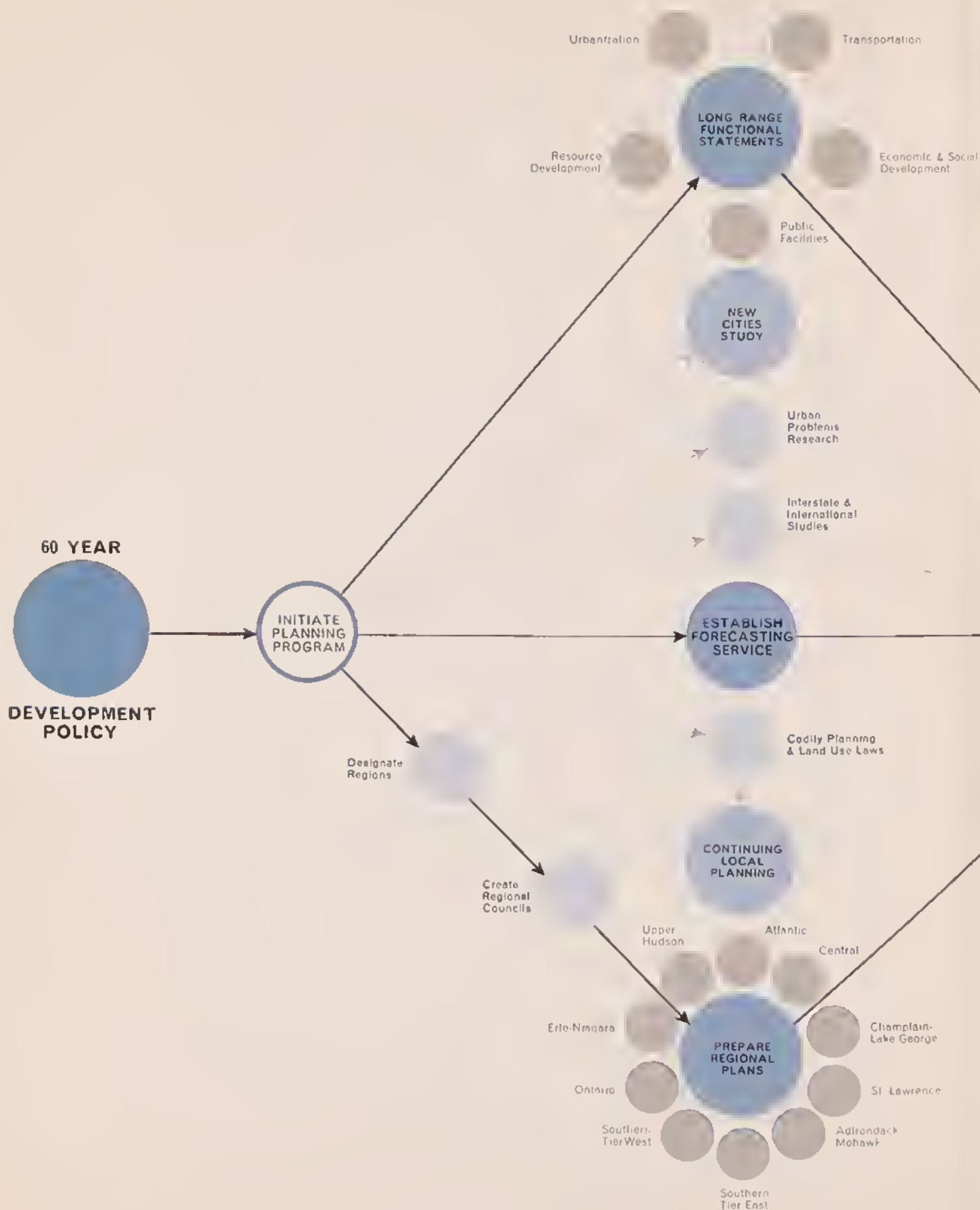
Proposed regions and projected use and development

Office for Regional Development, 1964

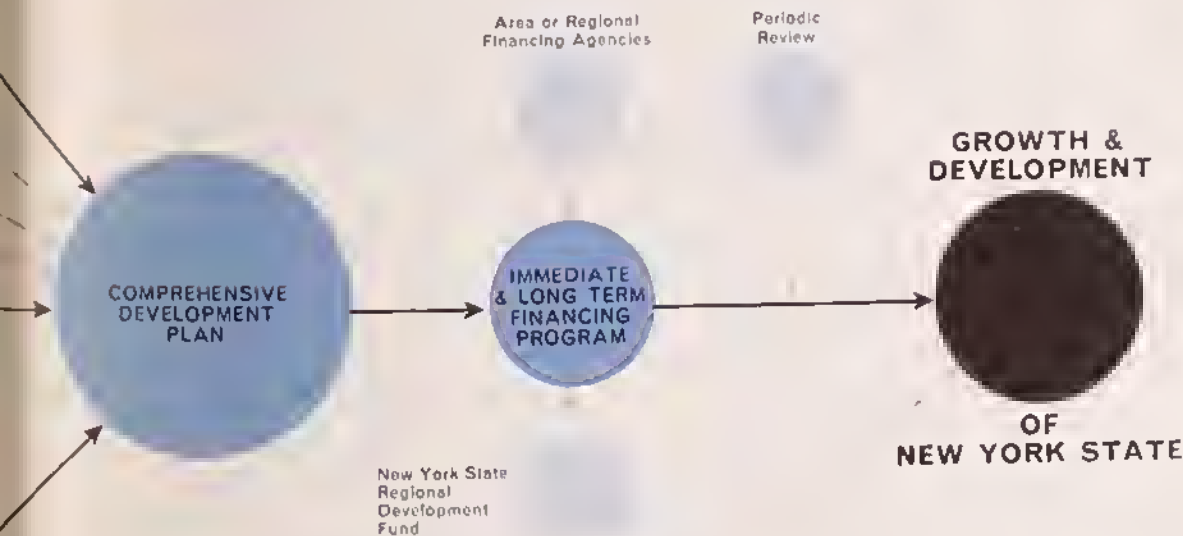
0 10 20 30 40 50 miles

		Phase I	Phase II	Phase III
Major urban areas	proposed 2020 population over 500,000 proposed 2020 population 250,000 to 500,000 proposed 2020 population 100,000 to 250,000 proposed 2020 population 50,000 to 100,000 proposed 2020 population 25,000 to 50,000			
Interregional trafficways	major network intermediate network minor network			
Conservation areas	protected open lands forest-recreation areas			

New York City



Organizing for the development of New York State



This diagram outlines in flow-chart form the basic steps for action which were listed in detail on page 143.



Affirmation of a free society in the face of great change

Change, within a framework of fundamental values, is our tradition. American democracy is the world's continuing inspiration. It was founded on convictions of individual freedom and individual responsibility and a belief that the dignity and worth of the individual are paramount. These are still our firm principles.

Our capacity to act as a community while maintaining personal freedom has sometimes puzzled the world. Yet it is only a sign of our native realism which in turn is the product of our environment and history. For 200 years along the frontier Americans helped each other to build log cabins and barns, cut trees and rolled logs together, shared food and game with all comers, and went to war as volunteer militia, under officers they elected themselves. The spirit of liberty does not preclude the spirit of cooperation.

As a free people we have used government creatively when necessary, safeguarded by the Constitution and within our federal framework. The people of New York State in the early days of turnpikes and the Erie Canal utilized their State government to enhance their personal welfare and develop their State.

Now the State's people must build on a scale that has no precedent in their history; in this enterprise they will be setting new standards. No other society anywhere has ever achieved the scope and intensity of urban development which is visible in our State today. And this is but the foundation on which the whole State will be virtually rebuilt during the next 60 years.

How to maintain that sense of proportion that will maintain human dignity, how to be responsive to individual needs in an undertaking so vast, is one of the greatest challenges before us.

This report proposes a Development Policy by which New York State's people can shape their own future—as individuals, as members of their communities, as citizens of the State. Through regional orientation and cooperative action it suggests a means for applying human understanding and traditional American freedom of choice to the onrushing development of New York State.

About the Office for Regional Development

The Office for Regional Development was established by Governor Nelson A. Rockefeller in April, 1961, as part of his Executive Chamber staff organization. The Office was assigned four principal functions:

- To help coordinate the planning and development activities of all State departments;
- To help coordinate State planning and development activities with those of the local and federal governments;
- To encourage comprehensive planning on a regional basis; and
- To facilitate by State action, local planning and development activity.

The Office is also the Secretariat for New York State's Planning Coordination Board, which is composed of the heads of eight State agencies concerned with State and local development programs. The members are:

Keith S. McHugh, Commissioner,
Department of Commerce

J. Burch McMorran, Superintendent,
Department of Public Works

Harold G. Wilm, Commissioner,
Department of Conservation

Martin P. Catherwood, Industrial Commissioner,
Department of Labor

James W. Gaynor, Commissioner,
Division of Housing and Community Renewal

General Cortlandt V. R. Schuyler, Commissioner,
Office of General Services

John J. Burns, Commissioner,
Office for Local Government

Harold A. Jerry, Jr., Director,
Office for Regional Development

During the first two years of the Office's existence, two major objectives were the collection of basic data on the resources of the State and its regions and the analysis of their future developmental needs. To maintain the flexibility necessary to the discharge of its varied responsibilities, the Office has consisted of a small staff,

supplemented by professional contract consultants. The first Director of the Office was George A. Dudley, now Dean of Architecture at Rensselaer Polytechnic Institute. Until September 1963, Archibald L. Gillies was Executive Assistant to the Director. Until January 1964, Vincent J. Moore was Assistant Director-Upstate Region. Subsequent to Mr. Moore's resignation, William A. Olsen served as Acting Assistant Director-Upstate Region. Contract consultants utilized by the Office in the collection and analysis of basic data during this period included:

- Clarence G. Alhart
Ontario Area
- Russell D. Bailey and Associates
Adirondack-Mohawk Area
- T. Ledyard Blakeman
New York City Metropolitan Area
- Blair and Stein Associates
Central New York Area, Southern Tier East Area
- Denise Scott Brown
New York City Metropolitan Area
- John Calbreath Burdis Associates
Upper Hudson Area
- Frederick P. Clark and Associates
Mid-Hudson East Area
- Cornell University staff
"Long Range Needs and Opportunities in New York State"
- Lockwood, Kessler and Bartlett, with Richard DeTurk
Long Island Area
- Francis Dodd McHugh
New York City Metropolitan Area
- Perkins and Will
"The Regions of New York State"
- Program Research, Virginia Keyser, partner
"Long Term Growth Trends Influencing the State of New York"
- Raymond and May Associates
Mid-Hudson West Area

Regional Plan Association, Inc.
New York City Metropolitan Area

Rensselaer Polytechnic Institute, with Morton Gassman
Regional Maps

Maurice E. H. Rotival and Associates
Champlain-Lake George Area

Sargent, Webster, Crenshaw & Folley
St. Lawrence Area, Ontario Area

Herbert H. Smith Associates
Southern Tier West Area

Ann B. Taylor
Ontario Area

Tippetts, Abbott, McCarthy & Stratton
New York City Area

Tryon and Schwartz and Associates, Inc.
Erie-Niagara Area

About this Report

In March, 1962, Governor Rockefeller directed the Office to prepare a Report on the long range needs and opportunities of the State and its regions. This Report is in response to that directive.

Harold F. Wise was engaged as principal planning consultant for program research.

In March, 1963, development consultant William R. Ewald, Jr., was engaged by the Office for Regional Development to supervise preparation and to design and edit this Report.

In September, 1963, Roger Butterfield was engaged as textual consultant.

In addition to the work of the Office's consultants, the Office received valuable assistance from the members of the Planning Coordination Board and other State and local officials and agencies, including the New York City Planning Commission.

Art and Production by Design Associates, Inc.
Typography by Progressive Composition Co.
Camera Work by Lanman Lithoplate Co.
Lithography by Georgian Lithographers, Inc.

STATE OF NEW YORK

Nelson A. Rockefeller, Governor

OFFICE FOR REGIONAL DEVELOPMENT

Harold A. Jerry, Jr., Director

Frederick W. Howell, Jr., Assistant Director—Upstate Region

John L. Moore, Assistant Director—Graphics

Frederick E. Wiedle, Assistant Director—Atlantic Region

STAFF

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Rosa Jochowitz, Research Assistant

Margaret L. Baldwin, Cartographer

Ellen M. Clark, Program Assistant

